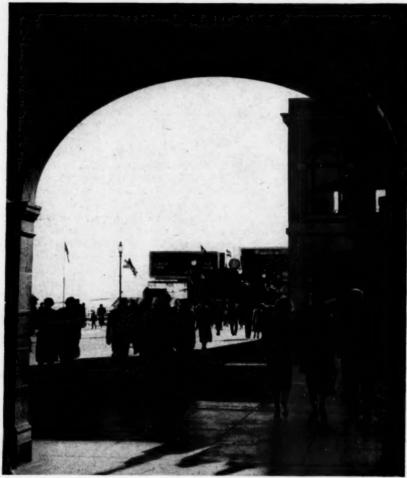
# EW 1951

## 78th National Conference of Social Work



Frederic Lewis

## Human Welfare—the Constant Goal

### KATHRYN CLOSE

HE SEVENTY-EIGHTH ANNUAL MEETing of the National Conference of Social Work convened in Atlantic City, May 13-18 in an atmosphere peculiarly reminiscent of the Conference held in the same place just ten years ago. Again the conferees were blessed with a week of dazzling sunshine and soft ocean breezes, delightful antidotes to attacks of word weariness which gave the boardwalk an unfair advantage over the exhibit hall in competition for betweenmeeting attention. But again the bright sunshine only lightly concealed a dark shadow hanging over the world, the nation, and the communities from which

the social workers came. Once more occasional airplanes from a nearby naval base appeared in the sky as harbingers of the hovering cloud—but this time they were jet propelled and shot by like bullets, grim reminders of ten years of technological "advance." Now, as in 1941, page after page of the Conference program contained the words "mobilization" and "defense."

Not a few of the 5,092 social workers who went to Atlantic City this year must have been struck with the feeling: "This is where I came in." But the Conference was only under way a day or two before contrasts as sharp as the com-

parisons between 1951 and the fateful 1941 became apparent. In 1941, excitement held sway and the tension burst into emotional controversy in meeting after meeting and out onto the boardwalk. "Interventionists" clashed with denouncers of the "imperialist European war." Picket lines, including social workers, marched in front of the head-quarters hotel. Except for the discussions on techniques, nearly every meeting turned into a hot battle of words over foreign and domestic policy. Speakers on all sides drew wild applause.

In 1951, in spite of the fact that the MacArthur case had but recently sent the nation into an emotional frenzy, the conferees met in an atmosphere that was calm, almost to the point of apathy. The prevailing attitude was sober earnestness. Applause was polite, but rarely overwhelming. And by their choice of meetings the conferees showed that they preferred to look at social work from the long range point of view—improvement of knowledge, skills, serv-

### The Search for Facts

In our own field of social welfare, to what can we point with pride? We haven't made an end to poverty and destitution; we haven't solved the problem of rehabilitation and restoring social misfits; we are still far from having achieved reasonable minimum security for the individual and the family. Nor can we be sure that the security measures we are adopting will work out as we hope. . . .

In contrast to natural scientists, we in the social science field are afflicted with too much heart and not enough head. It is news when natural scientists take an interest in human values. It is almost newsorthy when we social scientists do a coldly factual piece of research on a hot issue. Our research tends to put much too strong an emphasis on objectives, goals, purposes, and much too little emphasis on untrammeled search for facts and analyses, no matter where these may lead.

-Ewan Clague

ices, and an increase of public understanding—rather than to contemplate a crisis. It was as though they had decided to "sit this one out." One of the few times they broke into any really sustained demonstration of approval was for a speaker, Stringfellow Barr of the Foundation for World Government, who by suggesting a foreign policy for avoiding war through cooperation instead of domination, refused to admit that catastrophe was inevitable.

The lack of fireworks may have had something to do with the absence of a long time associate group, the Joint Committee of Trade Unions in Social Work, a Conference organization of the Social Service Employes Union and the United Public Workers, both dropped a year ago from the CIO because of leftwing activities and hence this year excluded from the Conference by action of the executive committee. Members and friends of the two disqualified unions were, of course, on hand as individual Conference members, or representing agencies, but they made no public protest about the executive committee's move in refusing the group par-

ticipation. They ignored a meeting of the CIO-blessed Community and Social Agencies Employes Union and even remained silent at the Conference business session when it was announced that a hearing set by the executive committee to give the Joint Committee a chance to be heard in regard to reinstatement for 1952, had been called off at the Joint Committee's request. Significantly or insignificantly, another group, Social Service Volunteers for Peace, with some SSEU leaders playing a prominent role, made no attempt at Conference identification and held its one meeting far down the boardwalk.

While noisy excitement failed to emerge in any part of the Conference, a strong current of determination among the assembled social workers became evident in the meetings and less formal chats in hotel lounges and on the boardwalk-a determination to uphold the principle of human dignity as basic to sound welfare programs. Alarmed at recent attacks in a number of states on social work personnel and hard-foughtfor public assistance policies-attacks particularly threatening to the principles of confidentiality of records and refusal to penalize a child for its parents' sinssocial workers from both public and voluntary fields revealed a deep concern over what many regarded as an insidious move to use the current crisis to undermine welfare services. The Conference has never been an action group, and constitutionally cannot pass resolutions on public issues or memorialize Congress, but a number of the associate groups that met at Atlantic City just prior to or in connection with the Conference, including the American Association of Social Workers, could and did take such action, formally expressing disapproval of irresponsible inroads on welfare standards. The National Federation of Settlements came out with constructive resolutions.

Another recent event, the supression of Charlotte Towle's pamphlet "Common Human Needs" by Federal Security Administrator Oscar R. Ewing at the request of the American Medical Association (see page 253) also roused the social workers' ire and resulted in bitter denunciation in many a Conference session and in formal protests by at least three associate groups.

\*\*Someone must be on guard against sacrificing the American dream," Frank P. Graham, U. S. Defense Manpower Administrator, warned the social workers at the opening meeting Sunday night. And he confirmed their obvious convictions when he maintained that the defense program should be built at the expense of luxuries and not at the expense of health, welfare, or community well-being. There is a conflict, charged Administrator Graham, between Congress's concern for mobilization and its desire to cut welfare services vital to mobilization.

Joseph P. Anderson of the American Association of Social Workers was another general sessions speaker who expressed the conviction that social workers must be on their guard to protect welfare services from being broken down on a pretext. Moreover, he urged social workers to be ready to face even greater responsibilities in meeting the social problems of the immediate future. These he classified as coming in three areas: 1, the impact of defense mobilization and the resultant disruption of family and community life; 2, problems confronted interdependently with other countries-the development of backward areas, the resettlement of refugees; 3, domestic problems of long range development-the results of an increasing proportion of the aged in the population, of technological advance, of increasing industrialization.

### RESEARCH AND ITS USES

In recent years the call for research has become more insistent with each Conference until this year it reached almost a clamor. One reason may have been that the new streamlined program plan included a committee on research as one of three committees on common concerns of social work to hold meetings this year. Another reason may have been the influence of the Conference's president, Ewan Clague, Commissioner of Labor Statistics, U. S. Department of

Labor, a distinguished research economist. But another, which revealed itself in all parts of the Conference, was a growing awareness among social workers that if they are to convince the public of the value of their activities or find ways of improving their services they must themselves know more about what they are doing and what needs to be done. Charles E. Hendry of the University of Toronto School of Social Work expressed the sense of the Conference

when he said that "social policy, social therapy, and social science are indivisible."

Mr. Clague, in his presidential address, emphasized the close relationship that should exist between social research and public relations. The useful researcher, he said, must not only be able to seek facts dispassionately, but to translate the significance of his findings into understandable language.

Social science itself, the Conference president declared, suffers in relation to the natural sciences because so many social researchers cannot approach their work objectively, with the result that much of what they report takes the form of special pleading. Moreover, research has suffered in the social work field because "we have been so conscious of the urgency of our services and of the needs of those we serve that we have seldom stopped to examine the consequences of what we are doing." Social workers, he charged, have not worked out a program which "dovetails with the economic system" nor developed any satisfactory criteria for determining why they succeed with one portion of their rehabilitation services and fail with another.

Mr. Clague warned that "if we do not critically examine ourselves someone from the outside will do it for us."

With a somewhat different emphasis, Philip Klein of the New York School of Social Work drew a distinction between social science research in general and social work research. The latter, he said, must always relate to the application of principles and theories. Because application is always predicated on value judgments, "we must make very clear to ourselves the basic value orientation of the service we propose to study."

Asserting that research must be related to needs rather than to technical ends, he listed among the "musts" for the future: studies of the unit costs of service; of needs and their distribution within specific social work areas; of the results of social work.

In a discussion of research in relation to training schools for delinquents, Mr. Klein urged such institutions to resist the pressure for being studied as single agencies "since this procedure tends to convert research into investigation." Any research on programs for delinquent children, he suggested, should include the whole sequence of agencies and treatments that the child may have undergone.

The advantages and disadvantages of



President Ewan Clague, U.S. Commissioner of Labor Statistics and president-elect Lester B. Granger, director, National Urban League

present methods of service accounting were noted by Esther M. Moore of Community Chests and Councils of America and John B. Dawson of Philadelphia. Both called for more realistic reporting methods than those currently used in the national Social Statistics Project in which 50 communities participate. The usefulness of quantity statistics, Mrs. Moore pointed out, depends on the degree to which classification reflects the specific kinds of problems involved.

Any service accounting has limited usefulness for community research, Mr. Dawson declared, because it is concerned with "how many" and "what kind" rather than with "how good" and "for what." He charged that the Social Statistics Project has a special weakness because it is "agency oriented" instead of "community oriented."

GROUP DYNAMICS, STUDY OF HUMAN behavior in groups, object of some controversy at last year's Conference, came up for considerable discussion again this year. Ronald Lippitt of the University of Michigan discussed ways of applying the findings of such experiments to practical situations. When the practitioner is aware of common tendencies in individual group relationships he will be more sensitive and skilled in diagnosis and leadership, he said.

Fritz Redl of Wayne University, whose gift of mixing sharp observation with homely phraseology always draws a crowd, described a study of "group contagion" undertaken by himself, Mr.

Lippitt and Norman Polansky. He told of the study's efforts to discover: why and when certain behavior will or will not infect a whole group; why some children seem to be able to sense in advance the acceptability of a new child to a group; why some "reformed children" will imitate unacceptable group behavior, others take it in their stride without imitation, and still others react with neurotic symptoms. This type of study is important to the practitioner, Mr. Redl pointed out, for its findings suggest: the great importance of group composition; techniques of group "psychological insulation"; what can be done to cut down on contagion factors; conditions under which adult-sponsored behavior may be effective, ineffective, or harmful; what can be done "to translate naïve contagion to an influence technique."

Two divergent views on the value and use of community surveys emerged in another meeting. R. Clyde White of Western Reserve University praised the use of an outside expert employed by a representative citizens' committee to survey the health and welfare services of a community where a crisis has arisen. Maintaining that the surveys are undertaken "to reduce inefficiency and wastefulness in organization and performance," he declared that the sponsors must be prepared to "face surgery." On the other hand, Isabel P. Kennedy of Pittsburgh questioned whether unmet needs are not as valid a reason for community study as the reduction of inefficiency, and suggested that a community self-evaluation, with the full participation of the agencies concerned, might bring about salutary change with less shock and resistance. "This implies skill on the part of the person making the study," she said, "not only in finding the facts, but in relating himself as a helpful person to those affected by the study."

In a paper read by proxy, Rensis

Likert occasioned some controversy by recommending the use of public opinion research methods in evaluating agency policy. Robert K. Taylor of Atlanta protested that because public opinion is often formed by antagonistic newspapers and is not based on facts, it cannot be trusted to reflect real needs except over a long period of time and after the facts are known.

### GAINING SUPPORT

Nowhere in the Conference was the relationship of knowledge to public support for social services more vividly portrayed than in the general session where Sadie T. M. Alexander, a Philadelphia lawyer, called on social workers to use all the facts and skills available to activate a widespread sense of citizen responsibility.

"The average citizen has too often not had interpreted to him in a manner he can comprehend, his relationship to social welfare," Mrs. Alexander maintained. "This accounts for the failure of

many of us to realize the position of a citizen in a democracy makes him responsible for the kind of welfare program provided for his needs and the success or failure of that program."

Mrs. Alexander protested against the "too highly organized" social welfare programs in which the willing but average citizen "whose name appears in no social register nor in any 'Who's Who'" can find no part to play but to give financial support to services he is not encouraged to understand.

"Certainly so highly skilled a profession as yours, can, if provided the resources, by scientific research find the motivating forces for group action for human welfare," she challenged.

Other speakers on the interpretation of group work, casework, and public assistance stressed the necessity of evaluation in order to have a firmer foundation on which to approach the public.

Public assistance programs are inevitably under fire in times of prosperity, said Thomas J. S. Waxter of Baltimore. He maintained that if an agency expects to impress the public with the fact that certain problems must be dealt with even in the best of times, it must have complete faith in the validity of its own program and must achieve this through a process of inventory and planning. Pointing out that the most destructive attacks on public assistance focus on aidto-dependent-children and relief to employables, he suggested that better un-

derstanding might be reached through admission that a real problem of social adjustment exists in many families receiving such aid and through steps to assist the family not only financially but to get back to "a more normal way of life."

Lorraine Walling of Denver held that re-evaluation of public assistance programs must be carried even to the point of re-examining basic philosophy and methods, such as uniformity of treatment and unrestricted money payments. Similarly, Edith G. Ross of the Louisiana State Department of Public Welfare urged public assistance administrators to stop excusing themselves and to go to work to discover the facts about their



Presidential nominee for 1953: Eduard C. Lindeman

programs. Miss Ross also pointed out that an agency's desire to impress the public with its nonjudgmental attitudes may only leave the impression of unconcern for the way children live.

On the other hand, Raymond Hilliard of New York was less prone to put the blame for public misunderstanding on assistance policy and methods than on a general lack of acquaintance with the composition of caseloads. Citing statistics from the New York City Department of Welfare to show that the large body of assistance recipients are unable to support themselves, he insisted that the public must be forced to face these facts over and over until they become supporters and believers in the programs.

Difficulties in informing the public of the objectives of group work and the contribution of the group experience to the democratic process were defined by Mrs. William C. Treuhaft of Cleveland. She listed three needs for building up a greater understanding of this field: a recognition of the problem of interpretation faced by all group work agencies; the necessity of research to show achievements and the unit costs of this type of service; telling the public through volunteers and board members.

Casework and the public came under discussion in a paper prepared by seven Milwaukee people, including agency practitioners and board members, representatives of newspapers and radio, and a public relations specialist. The emphasis was on the necessity of getting across to the public through use of dramatic case material an understanding not only of what can be achieved through environmental manipulation but also of the process involved in helping an individual find and use his own strengths in problems of human relationships. Though research can give some answer to the community's questions about results, the Milwaukee group pointed out, these are not easy to measure where preventive services are involved. A discussion from the floor brought out several suggestions for improved casework interpretation, among them: efforts to show that casework builds on the strengths of individuals; that it serves ordinary people; that it is not magic and involves failures as well as successes.

Voluntary giving in the next few years should reach new all time highs, according to Harold J. Seymour of New York. To bring this about, he said, voluntary services must concentrate on: more education for trustees, staff, and constituency; more spiritual content; better integration of public and voluntary purpose and program on local, national, and global levels; more objective analysis and long range planning; more genuine dynamics in terms of participation, dramatization, optimism, universality, and hard work.

Fees for services were upheld by a number of speakers as opening new sources not only of financial support but also of clientele. Russell W. Leedy of Youngstown, Ohio, maintained that, except in public assistance, fees are valid for public as well as voluntary services, and should be based on the actual cost of service with adjustments according to ability to pay. Small fees that bear no relation to cost and are the same for everybody are a temptation for agencies to be careless about program, he asserted.

In discussing fees in a casework agency, Frances T. Levinson of New York pointed out that paying for services is part of our cultural pattern. Unless the client is permitted to pay, she said, he cannot feel that he has a right to this service. Alice Dashiell of West Chester, Pennsylvania, looked to fee charging as "a step toward establishing pro-

fessional social casework and the ultimate self support of its social agency structure upon a sounder economic base."

The meetings on fees evoked considerable discussion from the floor with some questioning of the policies proposed. One questioner took issue with the "culturally based assumption that the value of service is determined by a material scale." This assumption has changed in the past in regard to education, he pointed out, and may change in the future in regard to health and welfare services. Another brought up the question of whether ability to pay in a group work agency should be based on the child's allowance or the family income.

### SKILLS AND EDUCATION

Skills and methods for helping people, individually or in groups, once again occupied the great portion of Conference attention, judging not only from the number of meetings concerned with the processes of casework and group work but from the large attendance they drew. The influence of psychiatry as social work's "father figure" was still very much in evidence though it seemed to be running into some competition with cultural anthropology. However, the difference between "functionalists" and "diagnostics" took a back seat this year while some voices were heard urging the recognition of the contributions of each theory in advancing the profession. "It would seem obvious at this stage in the growth of our profession that we have advanced beyond the point of worshipping either of these golden calves," said M. J. Rockmore of the New York Psychoanalytic Institute.

Two points of difference that did occupy considerable attention were whether and to what degree a case-worker practices psychotherapy and how generalized or specialized—"generic or specific"—his professional education should be.

Mr. Rockmore also had something to say on these subjects. "Before we succumb to the siren song of 'the need for therapists'" he warned, "it would be well to familiarize ourselves with the developing curricula in adult and child analysis of the accredited institutes of the American Psychoanalytic Association and equate them with our graduate social work training."

In regard to education, he said that as long as social workers transfer from one setting to another the didactic emphasis must be on the generic concept.

Speaking of the psychiatrist's role in a casework agency, Dr. Exie E. Welsch of New York also stressed the necessity of differentiating between psychotherapy and casework, with the main responsibility for diagnosis and therapy resting with the psychiatrist. Ralph Ormsby of Philadelphia, on the other hand, maintained that psychiatric consultations should be used by an agency for helping the caseworker understand individual clients and determine treatment methods and goals and for teaching psychological concepts and dynamics to the staff.

Leon Lucas, president of the American Association of Psychiatric Social Workers, pointed to the different emphases in casework practice in a psychiatric setting and in a casework setting with psychiatric consultation, and questioned whether they involve the same educational and practitioner problems. Referring to "the increasing emphasis on the generic content for all students," he maintained that the psychiatric clinical orientation could not be attained "didactically and by observation alone."

The findings of a committee on similarities and differences between group work and group therapy were presented by Gisela Konopka of the University of Minnesota. All group work has therapeutic aspects, according to the committee, and workers in every setting must have an understanding of individual and group dynamics.

Ways in which the psychiatrist can help the leisure time agency dealing with "every day people" were outlined by Dr. Alexander Martin of New York. Group workers, he said, must supply children with the personal factors essen-

### A Layman's View

The readiness with which many of our citizens blame the public and private officials, whom they have elected and whom they can remove, for the failure of our social and economic institutions is the same attitude that has caused the average German to feel no personal guilt for the barbaric slaughter of six million people of Jewish blood. Because we, the people, are the government, we, the people, cannot relieve ourselves of responsibility for what government or our private representatives administering public or voluntary agencies do or fail to do. The test of the maturity of democracy is the extent to which the individual citizen accepts responsibility to the community voluntarily and with a moral sense of duty. . . .

Social workers have an intimate knowledge of human nature and a highly developed skill in gaining the confidence of individuals. You have an appreciation of the interdependence of communities and nations, of problems and people. We laymen, therefore, look to you, in collaboration with sociologists, psychologists, statisticians, and anthropologists to develop methods of activating man's sense of moral responsibility to society. . . .

We know that man exists in his fullest sense in fellowship. He does not thrive by isolation. If we are to harness this natural tendency for group association into productive community service, the social worker and scientist must, together, find the formula for motivating the human urge to be together into productivity for social well-being.

Sadie T. M. Alexander

tial for growth and protect them from the extremes which lead to deviation. The psychiatrist, he pointed out, can help them acquire some awareness of the problems all children face and a sensitivity to their local prevalence and intensity. This will help them avoid "unwitting perpetuation" of these problems and an "inadvertent perpetuation of the child's unhealthy attempts at solution." In order to understand the children with which it works, Dr. Martin said, the agency must learn something of the interpersonal culture of its neighborhood.

The warning to social workers to be aware of the cultural factors that influence human behavior was stressed by a number of other speakers, though an anthropologist, Florence R. Kluckhohn of Harvard University, pointed out that such an awareness was not easy to attain as "human behavior mirrors at all times an intricate blend of the universal and variable."

A proper evaluation of the interplay

between culturally influenced patterns and neurotic needs requires a full understanding of both, declared Dr. Sol W. Ginsburg of New York. He warned that unless caseworkers are aware of their clients' culture patterns, their judgments will be too greatly influenced by their own "middle class cultural backgrounds." Helen Witmer of the University of California at Los Angeles maintained that caseworkers must know more about the assumptions of middle class America if they are to recognize and respect the different values of other cultures. "If the emphasis in casework -the development of self-reliance-is an American cultural assumption, is it then suitable for export?" she asked.

Dorothy Lee of Vassar College pointed out that in many cultures dependence and responsibility are part of the same picture—the self-dependent social unit. In dealing with people of such backgrounds, she said, the social worker must realize that attempts to encourage them to act independently may lead either to failure or to irresponsibility, conflict,

and family disruption.

The effects of sectarianism on social work practice were discussed in relation to both casework and group work, with the group workers showing sharp differences of opinion as to whether a return to sectarian objectives interfered with the group work process. The point at issue was the contention of Nathan E. Cohen of the New York School of Social Work, that as sectarian agencies move away from the recent trend to open their doors to all residents of the community and turn back to an emphasis on particular religious traditions, they are deserting the essential democratic nature of group work.

"Differences are important," Mr. Cohen acknowledged, "providing they are interwoven with sufficient emphasis on similarities to provide enough unity toward moving ahead toward greater

fulfillment of democracy."

In a lively and at times emotional discussion, members of the audience defended a sectarian agency's accent on difference as enriching to the culture and bringing more security and a sense of belonging to those who participate in the agency's program.

Church-related casework agencies, said Henry J. Whiting of the Lutheran Welfare Society, Minneapolis, offer an opportunity for integrating the dynamics of religion into casework. Religion, he said, provides a source of faith to meet anxiety, redemption to resolve guilt, and love to deal with hostility. Katharine Griffith of Hartford, Connecticut, said that the Catholic Charities and other sectarian agencies make their real contribution in safeguarding the spiritual welfare of children.

That social workers are accepting the challenge to work for prevention of social breakdown as well as for treatment was indicated by their interest in family life education, community mental hygiene programs, and marital counseling.

Grace C. Mayberg of Minneapolis told how the workers of a family agency were meeting small discussion groups of "average parents of every segment of society," who, in sharing problems and solutions in child rearing, "are gaining confidence and enjoyment in parenthood." Parents are helped with a method of exploring problems, she said. Irving Brodsky of New York discussed ways in which techniques drawn from progressive education, group discussion, and the informal lecture could be applied to group counseling in family relationships.

The work of a marriage counseling clinic was described by Emily H. Mudd of Philadelphia as having four phases: individual counseling in marital and premarital problems, group counseling in family life education, in-service training, and research. A study of fifty marriage counseling cases in a family agency, according to Eleanor A. Moore of New Haven, showed that fourteen received help through environmental treatment, twenty-four were given psychological support, six "needed more ex-

tensive exploration" and six needed, and three received, insight treatment under psychiatric guidance.

The role of psychiatric social workers in mental health education was outlined by Dorothea Dolan of Chicago, who urged that they develop more conscious awareness of their educational role, and participate in planning programs directed toward large community

groups.

The recently released report of the study of social work education conducted by the U.S. Office of Education was the focus of much Conference attention. Harriett M. Bartlett, chairman of the National Council on Social Work Education explained that while the report recommends the development of a pre-professional curriculum, a better balanced professional curriculum content, and doctoral programs, it leaves to the profession the technical decision of curriculum building. Its major recommendation, she pointed out, is that the social work profession undertake immediately a comprehensive study of social work practice in order to find out what the needs in social work educa-

Helen Wright of the University of Chicago agreed that present curricula were unbalanced in favor of casework but disagreed with the report's suggestion of "infiltrating casework concepts into other subjects." The report, said Dean Wright, validly brings up the question of whether field work is related almost exclusively to the casework curriclum, but does not suggest ways of finding other field work placements.

### THE PEOPLE INVOLVED

Children, youth, unmarried mothers, migrants, displaced persons, the aged, the chronically ill, the disabled—these were the people for whom the social workers exhibited concern.

In regard to children, two obligations were particularly recognized—the importance of reaching all children needing services, and the necessity of providing constructive services to families receiving financial aid.

"The current outcry against the abuses of ADC are a direct result of public assistance's failure to provide services," charged Ernest F. Witte of Seattle. Similarly Amelia M. Igel of New York, presenting a paper prepared jointly with Crystal M. Potter, maintained that "no community or public agency can afford to provide financial or social adrenalin to keep the child and his family alive

without also attempting to treat the disease." But she pointed out that the provision of services to families in which the parents are "in conflict, dissatisfied, unhappy, and deprived" is made difficult by lack of a clearly defined policy as to how much responsibility a public agency worker can and should assume.

Another who emphasized that public assistance programs affecting children cannot be isolated from child welfare services was Doris Bender of Mobile, Alabama. She asked: "How many closed ADC cases appear again as children in need of boarding or foster care?"

Martha Branscombe of Chicago maintained that the public agencies should see that social services for children are available throughout every state and territory by providing direct services where none are now available. She upheld the practice of public purchase of individual care, but decried the use of public subsidies as "contrary to democratic principles" and a jeopardy to the



Photos from . . .

freedom of private social agencies.

Miss Branscombe's view was contested by the Rt. Rev. Msgr. John J. Butler of St. Louis, who suggested that the state's obligation to guarantee protection to every child implied a "moral obligation" to support voluntary agencies. An enormous expansion of public child welfare agencies, he predicted, would result in "the complete control by government over all individual and family life."

Increased financial resources for both public and voluntary programs have become urgent because of the great increase in the number of children in the population, maintained Katharine F. Lenroot, chief of the U. S. Children's Bureau, in outlining some of the findings of the Midcentury White House Conference on Children and Youth. Only about one fifth of the counties in the United States have public child welfare services, she said, while voluntary services are much more readily available in urban than in rural areas.

In pleading for greater effort to bridge the gaps in child welfare services, Albert Deutsch of Washington, D. C., charged that "a greater degree of culpability attaches to those with knowledge and means at hand to do the right and who neglect to do the right, than to barbarians who expose their children." He maintained, however, that services can do little for the children of the nation if we transmit to them the current "epidemic of hysteria" and fear of nonconformity.

WAYS OF SERVING CURRENTLY Unreached children through rural programs, through the schools, through extramural agency services were described by a number of speakers.

Casework in rural areas was defined by Mary B. Calvert of the University of South Carolina as an integral part of the public welfare program, especially applicable to ADC caseloads. She called for a closer relationship than now exists between public assistance workers and child welfare workers.

Group work services to teen-agers are necessary in rural areas to combat the sense of isolation, said Robert Class of

## Conference Quotes

- A chicken in every pot, and a caseworker in everyone's life, may be one's values: if anyone wished to make these desiderata the goals of an agency, why this is a free country.—Philip Klein
- The chief blight of many a lay board is inherited responsibility. . . . Those mid-Victorian what-nots in your corner cup-board may evoke admiration and add charm to your dining room but they don't help get the dinner.—HAROLD J. SEYMOUR
- It is possible in this world to be over thirty-five and over forty and be normal.— DOROTHY HUTCHINSON
- The question is not whether the atomic bomb is here to stay; the question is, are we?—Joseph P. Anderson
- Some statistics include a unit of casework service every time a caseworker cerebrates.—Esther Moore
- There is both the necessity and the obligation to prove that casework is an effective tool.... It is time that caseworkers started writing for the general public as well as for themselves.—Ewan Clague

Hartford, Connecticut. But he maintained they must be based on an awareness of the special problems of rural youth rather than on the "pronounced urban cultural values" that have resulted from their origin. Nancy Jaggard of the Colorado State Department of Public Welfare, in a paper read by proxy, told of how a group work consultant in a state division of child welfare has promoted club programs among rural boys and girls.

The provision of a casework service within a school system was described by Robert H. Black of Hartford, Connecticut; and Josephine Parker of Wayne, Pennsylvania, told how the social workers of a family agency were helping school teachers with interviewing methods for use in conferences with parents.

Several references were made to use of homemakers to keep families together when placement might otherwise be necessary. The agency, said Margaret Fitzsimmons of Minneapolis, must help the homemaker "learn about the emotional needs of children, their problems during their mother's absence, and their adjustment to the homemaker."

Mary E. Lewis of the Kentucky Department of Economic Security chided social workers for not making sufficient



Frederic Lewis

effort to see that a home is found for every child separated from his parents for any length of time. "The only answer to long time temporary care,"

said she, "is to do away with it."

Discussions of adoption brought out a number of divergent views on when a child should be adopted and to whom he should be given. Mary Elizabeth Fairweather of Cleveland presented the viewpoint of the agency which makes permanent placements in early infancy to avoid changes disruptive to the child's emotional development. Lorene Putsch of Philadelphia advocated delaying placement for at least three months to give an opportunity for psychological and other tests. Frieda Kuhlmann of Newark, New Jersey, praised the use of Rorschach tests in the selection of adoptive parents, while Dorothy Hutchinson of the New York School of Social Work spoke for casework as a preferable method. Miss Hutchinson also objected to the setting of an arbitrary age limit. Dr. Edmond J. Farris of Philadelphia questioned the use of sterility as a criteria in selection as irrelevant.

Interpretation of adoption practices, said Victor Weingarten of the Child Welfare League of America, must concentrate on getting across to the public the fact that while 1,000,000 couples seek to adopt children each year only 75,000 babies are eligible.

Services to unmarried mothers require a network of community agencies, said Amelia Igel, who warned that the stereotype of a "typical" unmarried mother is apt to confuse community planning. Dorothy Hutchinson described the use of foster homes as a "corrected" living experience for young unmarried mothers. Such placements can be successful, she said, if the supervising agency has selected the foster mother on the basis of her emotional capacities.

JUVENILE DELINQUENTS WERE, AS USUAL, the subject of much serious discussion. "We prevent crime most effectively by learning when and how to prevent individual offenders!" exclaimed Edwin J. Lukas of the American Jewish Committee, thereby expressing the prevailing opinion among the social workers.

Pointing out that both predisposing and precipitating factors seem to operate simultaneously in the commission of every crime, Mr. Lukas maintained that prevention must involve concerted community action to devise corrective measures on the social level and provide therapeutic services on the psychological level.

Mr. Lukas saw a ray of hope in the new interest in mental hygiene in the schools. This, he predicted, will one day rise to the dignity of a necessity and will include periodic psychological and psychiatric examination of each child and appropriate referral to diagnostic, therapeutic, and casework services.

In describing a project of work with teen-age conflict gangs, Estelle Alston of Los Angeles asserted that while the social worker must establish enough of a relationship with a group so that the members will accept his help with activities, he must also place limitations on its behavior. "Teen-agers want limitations," Miss Alston maintained. "They have a lot of respect for the adult who is not shocked by their behavior, but who will not contribute to their delinquency."

Similarly, Norman V. Lourie of the Hawthorne-Cedar Knolls School, New York, asserted that caseworkers in institutions must face their conflict about authority if they are to be of maximum service to delinquent children. Said he: "A framework of authority, if it is non-punitive and non-retaliatory, is really an expression of adult concern for children and can be used as a treatment aid."

If punishment lasts beyond the time of a child's sense of guilt or psychologi-



Mr. and Mrs. Frank J. Bruno

cal awareness, it only adds to his aggression, said Fritz Redl in speaking of discipline in a training school. Discipline must be based not only on a knowledge of "what kids are like," but of which techniques will work with which one. Charles Leonard of the Illinois Training School declared that an institution's philosophy of treatment will be no stronger than its weakest staff member. Improvement depends largely on community education, he said, for most employes come to the institution with preconceived ideas gained in the community.

Albert Deutsch, in defending his book, "Our Rejected Children," from a battery of critics, explained that he had purposely accented the faults of today's training schools because he felt: "The good was what one had the right to expect in institutions for child care in a rich and civilized community. The bad was inexcusable. The very bad intolerable." Mr. Deutsch named ten "deadly sins" of present-day institutional treatment: excessive regimentation, demoralizing monotony, mass treatment, political partisan influence, public penury, physical and spiritual isolation, complacency, excess of physical and mental punishment, the use of "neologistic phrases" that disguise hideous actualities, enforced idleness.

HE NEW PROVISIONS OF THE SOCIAL Security Act were considered in regard to their effects on children, the aged, the disabled, and other people in need. Eveline M. Burns of the New York School of Social Work pointed out that while the 1950 amendments "advanced us a long way toward solution of the problem of insecurity for the aged and for survivors," the same could not be said for the two other major risks to family security: unemployment and disability. Unevenness in unemployment coverage and benefits, she laid to the lack of a federal system and of contributions by workers, while she called the new disability assistance program a "miserable substitute" for a system of disability insurance. Suggesting the need also for some kind of provision for medical care and children's allowances, Mrs. Burns called on social workers to provide the facts for the public as to the potentialities and costs, both financial and social, of every new social invention.

Public welfare programs, said John C. Kidneigh of the University of Minnesota, still need improvement through the following steps: the inclusion of general assistance among the federal grant-in-aid categories; the elimination of set maximums for benefits; the adoption of a formula recognizing the varying economic resources of the states and localities within the states; a federal share in payments for medical care; the provision of social services not necessarily connected with economic need as a primary public welfare function; substantial provision for the training of professional personnel; expansion and strengthening of child welfare services; a continuous program of research.

Effects of the liberalization of Old Age and Survivors Insurance on public welfare programs were noted by Jeanne Jewett of the Oregon Public Welfare Commission. She pointed out that in six months in Oregon the program had brought about sufficient reduction in assistance costs to make it possible to raise food and rent standards for all assistance programs. A by-product, however, has been a sharpened awareness of the need to clarify guardianship problems for children in foster care many of whom receive survivors' benefits.

"It is hoped that the capacities as well as the incapacities of the disability program will be stressed," said William L. Painter of the Virginia Department of Welfare and Institutions in speaking of the new federally aided public assistance category. He asserted that one third of the cases transferred to this category from general relief in Virginia constitute good prospects for at least partial rehabilitation "if provided intensive therapy and appropriate retraining." On the other hand, Edith Ross of Louisiana maintained that vocational rehabilitation of the "permanently and totally disabled" is less hopeful than for other groups, but added that much good could be done with more funds and staff.

OLD AGE IS THE PERFECT FIELD FOR community organization," said Lucia J. Bing of Cleveland. She told of the well rounded programs for meeting the needs of older persons developed in that city through citizen leadership and public and voluntary cooperation. Joseph Zarefsky of Houston described ways in which a citizen's committee undertook a study of local needs and resources for the aged and found that: commercial nursing homes were the community's major institutional resource; services other than physical care were lacking for most of the aged; approximately 20 percent of the OAA recipients were living under unsatisfactory conditions.

Private institutions and agencies serving the aged need to survey their staff and program to see whether they are keeping pace with the changing needs of their clientele and maintaining an effective partnership with the public services, said William T. Kirk of New York. He recommended that they concentrate their attention on the provision of specialized services - employment, housing, care of the chronically ill, recreation, vacations. Homes for the aged, said Mr. Kirk, must abandon the flat fee on admission in favor of a monthly charge within the OASI beneficiary's income range and should consider the provision of good infirmary facilities and general nursing supervision.

Dr. Karl P. Meister of the Board of Hospitals and Homes of the Methodist Church spoke of the dire need of developing standards of shelter care and told of the work in this direction of the National Social Welfare Assembly's National Committee on the Aging. Frances Preston of Cleveland described the use of homemaker services to help infirm old people remain in their own homes.

The ability to hold a job and continue a productive function in the community is the most basic problem of older people, asserted John J. McConnell of Cornell University. The number of older persons in the labor force is increasing, he said, but opportunities are narrowing for the person who loses his job after 40 or 45 and must seek new employment. However, he pointed out, most companies tend to keep persons who have grown old in their employ unless they are undergoing technical change to which the older worker is slow at adapting-as are most major industries today.

Modern public assistance techniques, said Elmer V. Andrews of the New Jersey Department of Institutions and Agencies, preclude the subjection of needy aged persons to humiliating treatment, arbitrary decisions and inequitable allowances.

## PLANNING TOGETHER

Cooperation-among the fields of service, among the various disciplines, between government and voluntary efforts, the various levels of government, among the nations of the world-was heavily underscored at the Conference as necessary to any real achievement. That cooperative action is already well underway was indicated by a number of projects described: of group work and casework agencies offering joint services to a neighborhood; of referral agreements between casework agencies and the public schools; of teams of psychiatrists, social workers, and nurses holding case conferences together; of experiments to broaden the base of community planning to include clients as well as other representatives of the community; of moves to bring American social workers and social workers of other nations closer together through the United Nations and the International Conference of Social Work.

More and more the caseworkers' concept of working with and not for the person needing help seemed to hold significance for all efforts. It reached its broadest implications at the final session when Stringfellow Barr made the grim prediction that all the United States projects to help people of poverty stricken countries would be doomed to failure unless this country exhibited a willingness to work with and not for the other nations of the world.

The strings attached to the India wheat bill by the Senate that Conference week gave Mr. Barr a vivid illustration of the dominating international approach he deplored. But another Conference speaker, Evelyn W. Hersey, social welfare attaché of the United States Embassy in India, was personal proof that this country also adopts the work with approach. With her comprehensive description of social problems and social services in India she was carrying out the part of her assignment which is to interpret India to America.

Charles Hendry suggested the use of the term "responsible participation" instead of democracy to emphasize the essence of both political and economic democracy-the basic ingredient for effective world reconstruction. But it was the essence, too, of what many of those who were advocating more effective planning on the community level were talking about. Violet M. Sieder of the Community Chests and Councils expressed this when she recommended the integration of neighborhood and district councils with citywide planning bodies to afford a "two-way street" between welfare services and those being served. Such councils, she pointed out, gave the people in neighborhoods opportunity to work for the things they need: better housing, the use of school buildings as community centers, tuberculosis case finding, health institutes, improved

race relations, arrangements for family life education and counseling service, day care centers or playgrounds, improved police protection, garbage disposal, and other city services.

"Intelligent action is the keynote of citizen effectiveness and the goals of social work are those for which all citizens of good will should strive," said Mrs. Victor H. Shaw of Fairmont, West Virginia. "Social workers," said this lay leader, "must make common cause with the community, for social progress can move no faster than the understanding, philosophy, and motives of all the people."

O THESE SOCIAL WORKERS AT ATLANTIC City, the community meant not only the place back home, but the entire world. They talked of the International Conference of Social Work in Paris last summer, of the one scheduled for India next year, and of the international exchange of social work personnel and ideas through the United Nations. There were evidences of a growing bond in the whole broad field of social work embracing all the differences that it does-the widely diverse fields of endeavor in this country alone, and the varying conceptions of the social worker's responsibility and educational needs here and abroad. And every once in a while the question would come up: "Well, just what is social work, anyway?"

Donald S. Howard of the University of California at Los Angeles found a common core in social work everywhere: "Social work is distinguished by a characteristic synthesis of philosophy and knowledge, attitudes and skills, whose primary purpose is to assist societies, groups, and individuals to achieve their highest potentialities."

In some places it must begin with the mere provision of necessities on a mass basis. In others it can stop to offer the long personal interviews that result in awakened insights. Sometimes it must be concerned with preparations for grim emergencies. But the world over it has one constant goal-the promotion of human welfare. That was what drew the social workers to Atlantic City in May.





EDITH ABBOTT RECEIVES SURVEY AWARD

## Citation by Ollie A. Randall, chairman, Award Committee

Edith Abbott, it is my happy privilege to present to you the Edward T. Devine Memorial Award and Plaque for 1951. This Award was established by Survey Associates in 1948 to be given annually for "imaginative and constructive contribution to social work." In carrying out my share in this impressive ceremony, I am acting under the mandate of the 1951 Award Committee, a group of social workers and citizens who are proud to name you for this distinct honor. They are, in the final analysis, merely spokesmen for that great number of social workers and civil servants whose philosophy of work and life has been deepened either directly or indirectly by your thoughtful leadership.

At the close of the first century of our country's experiment in democracy as a way of life, you were born in the Midwest, the heart of America. With this beginning and heritage it is not strange that you, your sister Grace, and those others of that small band of women whose names are forever writ on the scrolls of social work history, and of our country, by your foresight, vigorous curiosity, and questing, indomitable spirit, should undertake, early in the twentieth century, to point out to the social work profession, with a clarity in which there was something of the prophetic, the inescapable challenge of those new frontiers in human relationships then but vaguely sensed, and still to be more fully explored and charted. As social settlement resident, teacher, administrator, author, and editor, you have consistently spared no one who should be concerned in your efforts to effect close cooperation between social work and all branches of government concerned with people of all ages, but especially with the children of the

nation. Your penetrating intelligence also brought you-and through youothers to see (as you have said) "the great importance of bringing the University to the service of the problems of social welfare" so that "humanitarian work may become more scientific" and "the work of the social scientist may be quickened and strengthened by being brought to the service of humanity.' Your unswerving allegiance to this purpose, and your selfless devotion to a cause are today reflected in the improvement of public and voluntary social work, in the development of schools of social work, and in better living conditions for countless human beings.

As dean emeritus of the School of Social Service Administration of the University of Chicago, as former president of the National Conference of Social Work, as recipient of honorary degrees for your outstanding scholarship and work in education, it seems peculiarly fitting that to you should go this Award in memory of Edward T. Devine, another great pioneer in the movement to provide education to those who would go forth to engage in one of the most vital and most difficult of all tasks-so to help one's fellow man that all men may ultimately be helped to a fuller and richer life.

### Acceptance by Edith Abbott

Madam Chairman, I shall not take time thanking you for an honor that I know is completely undeserved. It is fitting, however, that *The Survey* has chosen the Conference as the setting for presenting its annual honor to social workers. In my long Conference membership, the Conference has done a great deal for me, as it did for my sister, Grace.

I wish now to express my obligation to the two great institutions with which

I have been connected over the years: Hull-House, a pioneer American social settlement, and the University of Chicago, which was the first of the great universities of the world to recognize our profession by establishing a graduate professional school of social service.

Grace and I went together to our first Conference in 1909 at the end of the first year after we began our long period of residence at Hull-House. The Conference was then thirty-six years old but it had never elected a woman president, although most of the members were women. That year, 1909, Jane Addams was finally elected president. But there was so much feeling about its being unsuitable to have a woman president, that Miss Addams was advised to make a nice little speech, thank the Conference, and then withdraw in favor of a man. But they didn't know Miss Addams! She did make a nice little speech, but she said that as the men had had thirty-six years to think it over and finally decided to elect a woman, no one could say they had acted hastily.

I want to use my last minute or two for what I consider our important next step in social work. I never make any kind of speech these days without urging that the great objective of social workers today should be the abolition of the means test. How? By substituting Children's Allowances—all children—in place of ADC. Canada has done this, and England has done this and, if poor England can do it, surely we can do it. Social Security is not social security when it reaches only the destitute.

We should give Children's Allowances instead of ADC and grant Old Age Pensions to every one at a certain age without any question as to need. I am sure that the time will come when we shall do this.

This is one of the new Roads to Freedom that we need a little courage to find. An English friend said to the Man who stood at the Gate of Time, "Give me a light that I may go forward into the Unknown." But the Man replied, "You do not need a light, you can go forward into the darkness if there is courage in your heart."

Our early leaders had courage, and they taught us to look forward—too eagerly perhaps—to the social welfare country—our undiscovered country where there shall be

"No glory or beauty or music or triumph or mirth

If it be not good for the least of the sons of the earth."

## The Sword and the Heart— Impact of Defense

### GEORGE C. STONEY

PLANNERS OF 1951's NATIONAL Conference of Social Work obviously assumed that the vital interests of its members this May would center around problems of mobilization and civilian defense. Four of the six general session speakers gave full time to these matters; all three sections and most of the fifty-one associate groups had one or more programs on these important topics. Few Conference goers, however, seemed to have much heart for them.

These spiritual heirs of Jane Addams, who threw themselves into the civilian effort for World War II with such surprising vigor, came dutifully to the general sessions. They nodded approval when Defense Manpower Director Frank P. Graham told them on Sunday night: "It is you social workers who make us aware that manpower figures stand for living human beings . . . not to be pushed around by any police state."

They were properly disturbed when, on Wednesday night, Deputy Administrator of Civilian Defense James J. Wadsworth asked: "If 26 billion dollars have been spent for military equipment and 58 billion dollars more will be spent in the next fourteen months, how much has been spent by the federal government for equally vital civil defense equipment? The answer is NONE."

Yet, not more than 85 of the five thousand-odd delegates showed up at any one time in the main auditorium for the other meetings on defense, when a battery of local officials from Albany, New York, described their civilian defense program and when representatives of states, the federal government, and national organizations presented specific plans and developments.

Warnings from the estimators of atomic destruction, like Newton R. Holcomb with his precise figures on what two Hiroshima-type bombs would do to a California city and the matter-of-fact advice given by Mrs. C. H. L. Pennock on how to hold volunteers for civil de-

fense after one has enrolled them, rose almost unheard to the painted clouds in the dome of the great hall. (Mrs. Pennock is chairman of the Advisory Committee on Citizen Participation, sponsored jointly by the Community Chests and Councils of America and the National Social Welfare Assembly.) Meanwhile hundreds crowded the smaller meeting rooms for sessions on "Fees for Social Welfare Services," "Family Life Education," "Delinquency," and some 600 found their way up three flights of steps to the unventilated room where films were shown.

Real enthusiasm for anything connected with the war effort manifested itself only at the final general session when Stringfellow Barr, president of the Foundation for World Government, related "The American People in World Crisis" to the nation's relief and rehabilitation efforts abroad with the observation that a lot of people in the world want help but not as part of our national defense program. When the Senate attached strings to the wheat-for-India bill, he said, "that looks like pru-

Sydney B. Markey of Philadelphia was one of several associate group speakers concerned about the impact of the emergency on conventional social work programs. Pointing up the caseworker's view of the emergency he said:

dence to Congress but blackmail to the

rest of the world."

"The 'new situation' of defense mobilization has not altered the basic premise of interpersonal relations which is uppermost in everyone's life under any set circumstances. Social caseworkers ... must be in a position to have their knowledge of such fundamentals used in the new situations of civil defense and other phases of defense mobilization. . . . Absence of a bona fide mechanism for assessing needs and establishing priorities will find social caseworkers by-passed and others rising to the responsibilities of the 'new situation.' The tragedy lies in the inherent ability to meet the new crisis through tried and true techniques that social casework possesses and which others will set about to discover in the hardest manner."

Mr. Markey stated a conviction expressed by specialists in other fields that if social workers could reach agreement for some action among themselves their rightful leadership role would be recognized, and he quoted Alden Bevier, director of Defense Welfare Services, New York State, to prove his point.

There was little response to this challenge. The government, these people seemed to feel, had staked out its plan and responsibilities for defense without due consultation with social workers. A marked shift in official CD policy, suggested by Mr. Wadsworth in describing a recent gathering in Washington of representatives from 300 national organizations concerned with welfare, seems not to have reached the general ear.

Explanations for this apathy toward mobilization and civilian defense could

## Reconstruction and Reality

World reconstruction is a form of social therapy, not a substitution of economics for evangelism. High powered promotion of new ideas and new organizations can have the same bewildering and almost traumatic effect on a population as a huge, power-driven bulldozer crashing a crude new roadway through a Pacific jungle...

Just as survey and reconnaissance detachments move in ahead of landings in military battle, so in psychological operations we need social engineers to determine the lay of the land and to do a cultural or anthropological charting of the area.

Charles E. Hendry

be picked up for a dime a dozen around the boardwalk. Said one caseworker, who had just attended an overflowing session on the "Importance of Awareness by the Social Worker of the Facets of His Own Cultural Structure": "How could one expect this group to show great concern for something about which few average citizens are collecting any head of steam?"

Others, who thought this an unsatisfactory answer for people whose professional lives are devoted to matters about which the general public often shows indifference, decided the poor attendence at sessions on "The Impact of Mobilization and Defense on Organized Health, Welfare, and Recreation Services," could be explained by a look at Conference organization. More than two dozen participating groups helped to plan these meetings, they said, so no one organization or group of individuals felt responsible for stirrring up an audience.

Digging deeper, one found explanations more immediate and at the same time more fundamental. Programs—including the all-important matter of titles—were so composed that the very real differences of opinion about the conduct of civilian defense and mobilization that exist among social workers were not recognized. Speakers were, for the most part, representatives of official bodies; they spoke official doctrine and there was little or no time for questions or back-and-forth discussion.

In private, several state public welfare



Beulah T. Whitby, Detroit Civic Unity Committee, and R. Maurice Moss, National Urban League

directors were quite willing to express themselves on these matters. Last fall and winter, they reported, considerable energy and time had been devoted by themselves, their staffs, and their friends in the voluntary agencies to civilian defense planning. The results were more than discouraging, for they found themselves ignored or slighted by what a welfare director from a midwestern state described as "political hacks, timeservers, and retired army officers" who had been put in charge of local and state pro-"We can't afford the time to fool around," he said. "When they really mean business they can come to us and we'll be ready to do our part." Said another state welfare director: "They've cut my staff so I don't see how I can possibly have time to do this and our regular work . . . and you know that's what we're paid to do.'

MRS. PENNOCK'S SPEECH WAS, IN EFfect, a reply to these excuses. Describing with considerable tartness both official organizations and their plans, she nevertheless reminded the few social workers who attended her session that "... we must accept the reality of our time and while fearing the bomb we must know there is positive action to be taken."

"All of us," continued Mrs. Pennock, "can be self-reliant and trained in mutual aid, but after that is done, is it too much to hope that there will be some who in addition to these stand-by duties . . . can take on other volunteer duties connected with the maximum defense production coupled with the advancement of a concept of decent living for every American. . . . If this comes about, then we will have turned a negative fear of the atomic bomb into a positive exhibition of belief in the ability of our neighbors and ourselves to attain a better life for all of us. . . . If it doesn't, why all the fuss about survival? It may not be worth too much."

Joseph P. Anderson, executive secretary of the American Association of Social Workers, saw in the mobilization period a chance for social work to "develop new methods and approaches to meet basic human needs." He deplored the recent attacks on standards of social service and the tendency of officials responsible for mobilization and defense to "ignore the experience of the last war." Whatever the problems of organization, however, he felt sure social work would "accept and respond to its obligations. . . . We must see that current trying experiences young people

must undergo do not leave permanent scars. . . . "

Perhaps the seeming apathy was all a matter of labels and titles. For in many crowded sessions on group work, casework, and community services the daily problems being faced and sometimes solved by social workers across the country, many of them directly the result of the mobilization effort, were given very thoughtful attention. Frieda Miller, director of the Women's Bureau, and Edna Mattox of Atlanta talked on the effects of mobilization on family life with special reference to long separation and to the employment of women. Dorothy H. Beers from New York described the setting up of day care services, a necessity that was mentioned in many a specialized session. Here discussions betraved no dwindling of interest among social workers in the basic problems of people that are only multiplied in times of national crisis.

At least half a dozen speakers attempted to define the nature of the present emergency, and though each employed the often baffling jargon of his special discipline there was agreement on main points:

1. The emergency is going to last a long time; ten years was the median estimate. Frieda Miller talked of a "... long continuing emergency, the effects of which may even come to be regarded as normal."

2. There is no telling what is going to happen. As Jeanette Hanford of Chicago told the caseworkers: "We cannot anticipate exactly what changes or tensions are in store . . . either for individual families or our society as a whole. Therefore, a flexible and imaginative adaptation of casework skill may be our most valuable resource." Dorothy Stratton of the Girl Scouts of the USA saw group work in much the same light. "We do not need to convince ourselves of the value of face-to-face group experience. . . . At this time we believe that voluntary group association provides the setting for meeting many of our most pressing needs." Others had answers similarly involved with their professional interests but all acknowledged the need for "flexibility" and "new approaches."

In effect, then, each of the groups was seeing its place in the scheme of civilian defense as an extension of normal professional function. If this be the sword they were asked to wield, then they could put their heart into the battle.

3. The last period of mobilization came at the end of a long depression, a period of great unemployment and low birth rate. This one comes on the heels of prosperous times when there is a small pool of unemployed to draw from and when a high marriage rate and birth rate make it more difficult to call the younger women into the labor market. The problems of helping young families of servicemen, of seeing that the children brought into the new boom towns know a security of family and community life, once almost taken for granted, lie at the doorstep of nearly every social agency in the country, public and private. Frank P. Graham described in detail the tremendous job of "recruiting . . . training and strengthening . . . " all available labor needed to accomplish the stated objectives of the mobilization director, Charles E. Wilson. "It is a tremendous job and social workers will be right in the middle of

4. Given the times, the only security for the citizen rests not in any long range plan, but in what Dorothy Stratton described as "inward strength." She told the assembled group workers: "All of our constituents of whatever age or condition will need to learn to live with insecurity. . . . To escape from reliance on the dangerous fallacy that security lies in external conditions. . . . To have faith in the power of our people to create a living democracy. . . ."

So in its seventy-eight years the National Conference appears to have made a wide circle through paternalistic charity, social reform, social security, psychiatry, and back again to something a saddlebag preacher in wilderness America might have understood. Needless to say, ways suggested for coming by this inward security varied widely according to the speaker's discipline and his orientation.

Engrossed though they certainly were in the intricacies of techniques, the indifference of delegates to official civilian defense programs should not be taken to mean that conferees could not raise their sights to broader concerns. Sessions having anything to do with affairs outside the United States attracted large audiences. There were 500-odd who crowded the Traymore Hotel's Rose Room to hear Vijaya Pandit, India's Ambassador, present her country's plea for understanding, and as many more tried in vain to attend this session. Those who managed to gain entrance heard Madame Pandit's clear voice fill the



Photos from Fred Hess unless otherwise credited

From India: Madame Vijaya L. Pandit, Ambassador to the United States, and Evelyn Hersey, social welfare attaché, U. S. Embassy

room (she did not use the amplifying system) as she explained why, in her judgment "it is not possible now for India to follow the path of her friends" in many fields of social endeavor. India, she said, is considering a type of conscription as yet unknown in this country, one which would require college graduates to devote at least a year to public service. "Unfortunately, the college graduates tend to despise the life of the villages, and India, a land of yillages, is therefore deprived of leader-ship."

India, host country for next year's International Conference of Social Work, advertised itself extensively in the convention hall lobby. Its brochures were eagerly sought after at the International Conference booth and the sari-garbed young attendant was nearly overwhelmed by questioners.

Further interest in affairs outside the United States was in evidence when E. Reesman Fryer presented for the State Department this country's efforts under Point Four. There was keen response during question time. Dr. Hertha Kraus asked from the audience what social workers could do to aid Point Four and, she put it, "to keep this program from

becoming just another tool in the defense effort." In reply, Mr. Fryer said his great fear is not that Point Four will be associated with nationalism of a negative sort but that it will become paternalistic.

Drawing upon his experience as a field worker in the American Indian Service, Mr. Fryer said it was not so important that the underdeveloped countries recognize the source of the aid given them as that they gain real independence with this help. He described the difficulty Point Four administrators have in finding people with technical competence in such fields as bridge building, well-drilling, and agriculture who understand "how to work within the culture of the country to which they are assigned." He called for assistance from social scientists and anthropologists who might teach these American specialists the importance of submerging themselves in the new environment instead of "trying to Americanize it."

Still more talk of cultural differences and their importance in programs of mutual aid came in a paper on "Group Factors in World Reconstruction" prepared by Charles E. Hendry of Toronto. He based his findings on a broad sampling of opinion among experts working in a dozen countries and also on his own experience in Europe where

he served as a UNESCO specialist for six months preceding the Conference.

"World reconstruction," said Mr. Hendry, "includes all countries, not only those popularly regarded as in greatest need." Reconstruction, he emphasized, is a "relative term. We are well advised to remind ourselves that there are as wide differences in levels of development within countries, including our own, as there are between countries. . . . "

Echoing the sentiments expressed by Mr. Fryer, Mr. Hendry added: "World reconstruction . . . must place primary responsibility on indigenous, native personnel, groups and organizations. Those who seek to provide technical assistance and social therapy . . . need great self-discipline to avoid superimposing . . . even unconsciously, patterns of thought and programs of action that run counter to the customs and needs of those they are attempting to help. They will need, particularly, to avoid the temptation of introducing the latest and most modern techniques where such may clearly be

inappropriate. Professionalism, not ethnocentrism, may be the Achilles heel."

Added to this increased interest in cultural anthropology, there was another shift in program emphasis that must have intrigued old-time members of the National Conference. What was once called "social reform" and later "social action" received this year but little program mention.

Many basic problems that once excited social action sessions at former Conferences reverted to the programs of those affiliate groups originally organized to deal with them, as for example, race discrimination, about which the National Urban League had the only specialized sessions. Housing, price and rent control, health insurance, and political reform were mentioned, when at all, as integral parts of the sessions in which case or group work processes were being analyzed. More attention to social action may be expected next year, however, when one of the three committees

responsible for programing meetings on "common services" will be a Committee on the Methods of Social Action.

HE MOST NOTABLE EXCEPTION TO THIS general absence of calls for social action came from Edith Abbott of Chicago, who startled and delighted a large general session audience on Tuesday evening by turning her acceptance of The Survey Award into a strong-voiced demand that something be done to abolish the means test and to establish children's allowances. A second exception was the fiery speech on mobilization by James B. Carey, secretary-treasurer of the CIO, to a handful of people at a late afternoon session, in which he outlined the extensions of social services that his organization feels are necessary if the defense effort is to succeed. In particular he asked social workers to throw their support behind labor in its battle for an adequate middle-income housing bill. He described in colorful language the difficulties faced by younger workers whose security is being threatened by the emergency.

It was left for Eduard C. Lindeman, Conference presidential nominee for 1953, to preside at a session that proved to be both a surprise and a warning to persons, even those so young as Mr. Carey, who might presume to speak for the younger generation. The National Child Labor Committee, with help from the National Federation of Settlements, gathered eight young people (aged 15 to 19), all of whom are working either full or part time and have experience in school vocational training classes. Under Mr. Lindeman's expert chairmanship these three girls and five boys, all from what would have been described ten years ago as working class families, spoke of their interests, their attitudes toward further schooling, and their view of the future. They spoke of the dominant necessity in what social scientists might call "their culture pattern" for having an automobile of one's own. They explained how tedious formal schooling seemed to a sixteen-year-old boy when he knows he can get a full time job paying up to \$75 a week. They made clear the difficulty all young people face in taking long range plans seriously when interruption by military service is inevitable.

No wonder the more experienced voices at the Conference — President Ewan Clague among them—were calling for cool reappraisals of time-worn concepts.

### Who, What, When, Where, How Many

Lester Granger, executive director of the National Urban League will be president of the 79th National Conference of Social Work to be held in Chicago, May 25-31. Serving with him will be three vice-presidents, Helen R. Wright of the University of Chicago, Ruth Taylor of Westchester County, New York, Margaret Yates of Dallas, Texas; and a secretary, Lucy P. Carner of Chicago.

This will be the first time the Conference has met in Chicago since 1893.

The three section chairmen in 1952 will include: Section I, Services to Individual and Families, Florence R. Day, Smith College School of Social Work; Section II, Services to Groups and Individuals in Groups, Nathan Cohen, New York School of Social Work; and Section III, Services to Agencies and Communities, Sanford Solender, National Jewish Welfare Board.

New members of the executive committee, serving as a result of this year's elections, will include: Dr. Leona Baumgartner, New York; Albert Deutsch, Washington, D. C.; Elizabeth H. Ross, Washington, D.C.; William D. Schmidt, Cleveland; Violet M. Sieder, New York; Emil M. Sunley, Denver; Ellen Winston, Raleigh, N. C.

Eduard C. Lindeman, professor emeritus of the New York School of Social Work, is the single presidential nominee for 1953, with Charles Schott-

land, California State Department of Social Welfare, John J. Corson, Washington, D. C., and Thelma Shaw, Fairmont, West Virginia, as vice presidents, and Philip Schiff, National Jewish Welfare Board as secretary. Nominated for section chairmen are: Section I, Mildred Arnold of the U. S. Children's Bureau; Section II, Harry Serotkin of Pittsburgh; Section III, Mrs. Rollin C. Brown of Los Angeles.

The new streamlined program which went into effect at the Conference this year had two outstanding results—coordinating the interests of the various fields of social work and reducing the total number of meetings from 281 last year to 191 this year.

The streamlining involved not only the program of the Conference proper which condensed what was once twelve sections to three, but also of the associate groups, twenty-five of which joined together to produce a coordinated program on Tuesday afternoon under fourteen general topics cutting across their specific concerns. Thursday was devoted to the independent meetings of thirty-eight associate groups.

Altogether 325 formal papers were presented at the Conference, not to mention the remarks—some prepared, some spontaneous—of presiding chairmen, panel leaders and participants, recorders, and "discussion resources." Total registered attendance came to 5,092.

## CONFERENCE PERSONALITIES

ELLEN WINSTON, CHAIRMAN OF the Conference's Section I, is one of those deceptively pretty women whose dainty femininity is accompanied by what some men prefer to think of as exclusively masculine virtues—a keen, precise mind, a high degree of efficiency.

Putting these to work with a boundless energy in her office as commissioner of the North Carolina State Board of Public Welfare since 1944, she has played a major role in keeping that relatively poor state well at the top of the list of those with progressive public welfare programs. She credits most of this success to her staff, her predecessors, and the welfare mindedness of a state which has had a statewide public welfare program since 1868. But some members of her staff in turn openly trace the source of their own energetic efforts to inspiration gained from contact with this lovely human dynamo.

With a Ph.D. in sociology from the University of Chicago as foundation, Dr. Winston spent most of her precommissioner career in teaching and research. But never a lover of ivory towers, she was active in citizens groups to effect social legislation even while compiling facts and figures for the WPA research section in Washington or heading the department of sociology and economics at Meredith College in Raleigh. When she became commissioner, she resigned as chairman of the legislative committee of the North Carolina Federation of Women's Clubs and as president of the North Carolina State Legislative Council. Her research always had a pertinent currency and included, among other volumes, "Seven Lean Years," a study of those in need in the Thirties, on which she collaborated with Dr. T. J. Woofter, Jr. She also worked with Eveline M. Burns on the National Resources Planning Board's "Study of Long Range Work and Relief Programs," widely used in relation to state and federal assistance plans.

North Carolina's public welfare program, Dr. Winston proudly points out, is an integrated one in which services receive as much attention as financial aid. "Perhaps more," she says, "for when you don't have money for a really adequate assistance program you have to

concentrate on preventive and rehabilitative services."

In addition to the federally aided assistances, her department is responsible for child welfare services, adoptions, licensing of foster homes and institutions, jail inspection, sterilization of the mentally incompetent.

It further promotes community programs for the aged, provides psychological services to county welfare departments, and licenses all voluntary campaigns soliciting funds from the public.

Though "there are always people who

dence in Hartford, Connecticut, where he becomes director of that state's School of Social Work.

En route, the Treckers will visit a while in Chicago, where they started their joint careers as social workers, he being among the most professional of professionals—thanks to training under the Abbott sisters and others at the Chicago school—and Mrs. Trecker the most proudly practical of lay group leaders in whatever community she happens to be living. No reasonable timetable would allow them to stop along the way and visit even a small number of the group



Fred Hess & Son

Harleigh B. Trecker, Ellen Winston, and Edward D. Lynde

are trying to cut down expenses," Dr. Winston does not anticipate the kind of attack on public welfare principles that a number of other states have experienced in recent months.

"Good public welfare services have a long tradition in North Carolina," she points out.

HARLEIGH B. TRECKER, who flew from Los Angeles to serve as chairman of the Conference's Section II on "Services to Groups and Individuals in Groups," will be making that long trip back East again in a few months with his family. They leave the Graduate School of Social Work of the University of Southern California, where Mr. Trecker has established a national reputation as professor of group work during the past ten years, to take up resi-

work leaders who have come to know their joint skills in dozens of conferences or have learned first principles from the professor's texts, but the Treckers are too curious and gregarious to make such a trip without getting involved in whatever is happening around them.

As though moving a household and taking on a new deanship are not enough to keep them busy, the Treckers are working together on a new book, a practical guide in group leadership for such laymen as PTA presidents, lodge chairmen, and shop stewards. It is being written out of their own experience, and most of the writing gets done, says Mr. Trecker, while his wife dictates from the ironing board or he dictates from the kitchen sink.

A true believer in the "collaborative process," Mr. Trecker laid out Section II's program after groups across the country had outlined some twenty areas of interest. These he collected before his program committee met for the first time last October. Later, tentative decisions were vetted by hundreds of people in the field.

More than fifty speakers were involved in the final program for Section II, including—this section chairman is proud to say—twenty-six young practitioners, and three basic topics were considered: "Where we stand in relation to the current emergency"; "Learning to use the findings of social science research"; and "Learning to analyze current practice in the field." As further proof of the group worker's belief in the collaborative process, these program planners scheduled six joint meetings with the caseworkers.

Perhaps the fact that group work meetings were so well attended at this year's National Conference and that discussion in them was almost always lively is no more than would be expected from professional getters-together, but such has not always been the case. No doubt much of the credit should go to Chairman Trecker, who says:

"You can't teach group work by the lecture method. I stopped trying a long time ago."

EDWARD D. LYNDE, THE CONFERence chairman for Section III, has an appropriate kind of sartorial splendor. Shining white hair and dignity of bearing encourage one to tag him with the easy phrase "social work statesman." Those who know of Mr. Lynde's career as secretary of Cleveland's Welfare Federation and the leading part he has played in the growth of such federations over the country agree that he deserves that label for reasons that are not so apparent to the eye.

Since 1923, with a two-year gap, Mr. Lynde has been helping to develop and direct the social welfare programs of Cleveland. He went there from the New York School of Social Work initially as the executive of the Associated Charities (later the Family Service Association). In 1935, he went to the Federation, the oldest council of social agencies in the country, to serve as its executive.

Cleveland's Federation has become something of a model for study because of its success in welding together more than a hundred separate communities into a really cooperative organization. Mr. Lynde is quick to explain that it was well organized before he came on the scene and—statesmanlike—to add

that many geographical and historical factors have been in its favor. Nevertheless, under his administration no great gulf has appeared in Cleveland between voluntary and tax-supported agencies.

The Community Fund does its job

independently, after the fund raising representatives of both public and voluntary agencies sit down in the Federation and match their combined resources and programs against what they decide are the welfare needs of their community. Budgets for the voluntary agencies are made with full participation by public agency representatives who, for obvious reasons, cannot reciprocate. The fact that common interest in

community welfare is strong enough to overcome clashes of interest suggests that those who chose Edward Lynde as chairman of the Section on "Services to Agencies and Communities" knew they had a successful practitioner for their leader.

A veteran member of the National Conference and thrice chairman of various section programs under the old style arrangement when meetings were grouped around professional categories rather than areas of service, Mr. Lynde is in a position to measure the effectiveness of the new three-section plan of organization. He likes it. It encourages people in related fields, he says, to know what problems they have in common and what they can get—and give—one another to help arrive at solutions.

"We talk a great deal about the 'interdisciplinary approach.' This new arrangement encourages us to practice it."

Among the persons who contributed significantly to the Conference's new look this year was LYMAN S. FORD, chairman of the program committee of the Tuesday meetings sponsored jointly by twenty-five of the associate groups. As a member of the joint planning committee of the National Conference of Social Work and the National Social Welfare Assembly, Mr. Ford had an influential part in bringing about this experiment in coordinating the discussion interests of the associate groups.

For this program chairman there was nothing new in being set to a coordinating task, for pooling efforts has been his business during the nineteen years since he graduated from the school of social work at Ohio State University, noted for turning out directors of community chests and councils of social

agencies. Now associate director of Community Chests and Councils of America, he has spent nine years in practicing community organization as a chest and council director, first at Kansas City, Kansas, and then at Evanston, Illinois, and ten years with the national agency where for the most part he has been concerned with administrative problems of health and welfare

Ford planning.
Son of a Baptist
minister in Youngstown, Ohio, Lyman
Ford first glimpsed the effectiveness of

the coordination principle in his father's experience as executive of the local Federated Churches. His religious background also imbued him with the service principle so that it was only natural for him to go on from Denison University in Granville, Ohio, to a school of social work. There he met Mary-Elizabeth Nist who was later to become his wife and the mother of his two children—Barbara, now aged fourteen, and Jim, who is ten.

Work in any field of social work is bound to be satisfying to a person who is service-minded, according to Mr. Ford, but community organization has an "added layer of satisfaction frosting" because it is so close to the great problem of the day—finding a way for society to cooperate. In a recent interview he expressed confidence that some of the experience in the health and welfare field might point the way to coordination of effort in broader fields, educational, economic, and social, and on a worldwide basis.

"Because of the sociological facts of life more planning and coordination are in the cards," Mr. Ford predicted. "Russia and Germany achieved efficiency by force—we're trying to do it voluntarily.

"The individual must give up something in order to prevent chaos, but it need not be democracy," he went on. "For the essence of democracy is the freedom to participate in groups, and the freedom for groups to choose how to discipline themselves."



Lyman S. Ford

Reprinted from The Survey, June 1951. Copyright Survey Associates, Inc., 112 East 19 Street, New York 3, N. Y.

Return to Rational Confe 3108

A HISTORY OF THE PRESIDENTS OF THE NATIONAL CONFERENCE

OF SOCIAL WORK, 1874-1952

Columbus 150

A composite history of the presidents of the Intional Conference of Social Work, with emphasis on the changing trends in the kinds of individuals who became presidents.

M

Bloke ber, Administra Preferency, School of Social Work,

Rose Zessar

This thesis is presented in partial fulfillment of the requirements for the degree of laster of Social Work.

> University of Michigan School of Social Work Ann Arbor, Michigan 1952

### ACKNOWLEDGEMENT

THE RESIDENCE AND A SECOND PROPERTY OF A SECOND PRO

The author wishes to express her appreciation for the invaluable assistance extended to her by Ralph C. Fletcher, Associate Professor, School of Social Work, University of Michigan. His interest and cooperation greatly facilitated the writing of this thesis.

SOCIAL HOST IN THE REAL PROPERTY AND A SECOND

- People the Josephoents . . . . . . . . . .

mostromicon and a second and a second

356

DESIRVED SALE WHO RECAMES PRANTORS

DESCRIPTIONS OF THE MODITIONS TO

PRINCE A SUM A A PRINCE A PARTY A PARTY A PARTY

### TABLE OF CONTENTS

	Pal	jo
LIST OF	TABLES	,
Chapter		
I.	INTRODUCTION AND STATEMENT OF THE PROBLEM	
	History of the Conference	3
II.	A COMPOSITE PRESENTATION OF THE	
	PRESIDENTS OF THE NATIONAL COMPERENCE OF SOCIAL WORK INCLUDING AGE DISTRIBUTION, EDUCATIONAL BACKGROUND, AND OCCUPATIONS OF THE PRESIDENTS	•
III.	CHANGING TRENDS IN THE KINDS OF INDIVIDUALS WHO BECAME PRESIDENT OF THE NATIONAL CONFERENCE OF SOCIAL WORK	15
IV.	CONTRIBUTIONS OF THE PRESIDENTS TO THE FIELD OF SOCIAL WORK LITERATURE	4
	List of Biographies Written About the Presidents	1
v.	CONCLUSIONS 4	3
APPENDIX	A	7
BIBLIOGR	APHY	0

1.9

### LIST OF TABLES

Table		Page
1.	Classification of Conference Presidents by Age, Sex and Year in Office	10
2.	Classification of Conference Presidents According to Educational Training, Sex and Year in Office	24
3.	Classification of Conference Presidents by Occupation, Sex and Year in Office	19
	has a brief Distoriona statch indicating bow the	
	age overland, it should be made alone that the fo	
	therety is on the presidents of the Denferences,	
A more	nd the proceedings of the Cardoreness.	
	the quantime right past to bind, shy is it impo	
mi 40	focus on the presidents of the Conferences a	
Le ser	etindar understay 'IV would same that this such	aste
1985	by decreesable of one bannon that the president	
	stern in the field of social work. If one accep	
	solve, it follows then that a stody of thems	

A Moreofter the Retional Conference of Social Work

### CHAPTER I

like were then and whet our white almost book bush-

### INTRODUCTION AND STATEMENT OF THE PROBLEM

LAT TENEDONE

ask its this abanto.

The need of professional groups to meet on a mational scale in order to discuss problems common to all and to share ideas and viewpoints, is one that exists among many professions. Social work first recognised this need in 1874 and it was in that year that the Mational Conference of Social Work came into existence. Before presenting a brief historical sketch indicating how the Conference evolved, it should be made clear that the focus of this thesis is on the presidents of the Conferences, and not on the proceedings of the Conferences.

The question might come to mind, why is it important to focus on the presidents of the Conferences -- why this particular emphasis? It would seem that this emphasis is easily discernible if one assumes that the presidents were leaders in the field of social work. If one accepts this premise, it follows then that a study of these

Hereafter the National Conference of Social Work will be referred to as the Conference.

leaders 2 is indicated.

Who were they and what was their educational background and professional experience? Has there been a changing emphasis as to the kinds of individuals who became Conference presidents?

Thus it can be seen that the problem of this study is a two-fold one: firstly, an examination of the backgrounds of the Conference presidents in order to arrive at a composite picture of them; and secondly, an attempt to determine if there were any noticeable changes through the years in the types of individuals who were chosen as Conference leaders.

notification and is assumed before

### Ristory of the Conference

Since this thesis will concern itself with the presidents of the Conferences, it will probably add to the understanding and interest of the subject, if a brief historical sketch of the Conference development will be presented. State boards of charities played an important role in early Conference beginnings. The development of state boards was due to an attempt to alleviate certain evils which existed in the various states. Frank Brune in

Calumbia University Press, 10482, pp. 21-23,

Presidents and leaders will be used interchangeably in this thesis.

his Trends in Social Work has this to say about the conditions that needed correction:

From time to time, in response to a petition or as the result of a special investigation, each state authorised the creation of an institution to care for a specific need; usually a hospital for mental patients, or a state prison, but occasionally other institutions, such as a school for the feebleminded, or, as in Massachusetts, an almshouse for the State's poor. Each of these institutions was administered by a board of managers ordinarily consisting of prominent local citizens. Usually appointed by the governor, the members of the board were at times chosen on a partisan basis. These boards were responsible only to the governor and, indirectly, to the state legislature from which each institution received its annual or biennial appropriation. Each institution was a law unto itself. A good administration would be accidental and unnoticed; a bad administration would escape criticism unless a public scandal were created. Each institution had to compete before the legislature with all other institutions in the state for appropriations. Its board might be highly partisan in politics, and the personnel of the institution dependent for employment upon the political party in power.

So good a student of the development of public welfare in this country as Edith Abbot believes that this prostitution of the services of the state institutions to the whims of partisan politics was the chief reason for the creation of state boards. Such were some of the "deplorable conditions" found by Elmore in Wisconsin, and corrected by the Wisconsin state board.

In 1872 representatives of the State Boards of Charities of Illinois, Michigan, and Wisconsin met in Chicago to discuss common problems. These same States were represented at a meeting that took place the following year

Frank J. Bruno, Trends in Social Work (New York: Columbia University Press, 1948), pp. 31-32.

in Milwaukee.orwnee at Beetal Hork Proceedings

In 1874 the American Social Science Association invited all state boards of charity and health in the United States to send representatives to its annual meeting and thus the Conference on a national scale was initiated. Inasmuch as it was part of the American Social Science Association (an organization that had been in existence since 1865), the meetings of the Conference tended to take on the nature of a section of the Scientific Association. At the meeting in 1878 the Conference voted to separate from the parent body. Therefore, 1879 marked the date of the first independent sessions of the Conference, and at that time the name was changed from Conference of Charities to Conference on Charities and Correction. In 1882 it became known as the National Conference of Charities and Corrections. In 1884 a slight change was again made in the name by dropping the plural in the last word of its title. In 1917 another change was made in the name of the Conference. At that time it became known as the National Conference of Social Work and by this name it is still known.

### method of Study

Suciac, 1958).

This study covers the period from 1874 through
1952 inclusive. The names of the Conference presidents
for the years 1874 through 1948 were obtained from the

National Conference of Social Work Proceedings, 1948.

For the years 1949 through 1951 the respective annual Conference Proceedings 5 were utilized. The name of the Conference president for the year 1952 was obtained from The Conference Bulletin, Spring, 1952.

The following information was sakings noted on five by eight eards:

1. Source from which the information was secured.

mation of them, will appear to Chapter IL

nis on etrappe will be made to appropriate if

- 2. Mame of the president and year in office.
- S. Age
- 4. Sez.
- 5. Educational background.
- 6. Occupation at the time the individual was chosen for the presidency.
  - 7. Contributions of the president to social work literature and also to other fields.
- 8. Biographies that were published about the Conference presidents.
- 9. Notations were also made if the presidents had any connection with either the state boards of charities or the Charity Organization Hovement.

The aforementioned material was tabulated and

Mork, April 17-23, 1948 (New York; Columbia University Press, 1948).

The Social Welfare Forum, Official Proceedings, 76th Annual Secting, Estional Conference of Social Work, 1949-1951 (New York: Columbia University Press, 1950).

The Conference Bulletin, Vol. 55 (Columbus, Chio: Published by the Antional Conference of Social Work, Spring, 1952).

incorporated into a series of tables. For the purpose of identification and convenience a code number ranging from 1 to 77 inclusive was assigned to each president. While the period of this study spans seventy-nine years, it is to be noted that thems were only 77 different presidents. This is due to the fact that James Pruya occupied the office in 1874 and again in 1877. Homer Folks was similarly honored in 1911 and also in 1925.

The tables mentioned in the preceding paragraph, and an explanation of them, will appear in Chapter II.

From this analysis an attempt will be made to ascertain if any noticeable trend is discernible as to the kinds of persons who were chosen for Conference Leaders.

lessent before service de Conterene Tonders er aftereneres.

of the prestimate eterisant the steppedvice of encouring in

there was of emetion in their embrace, it becomes only

(Chickens of the August Co., 1968).

eligin West a prost so tority of them when their britishes in the

a Smale the in Searing (Chicago: The A.S. Margais

the been considers, borrows, that work a high purcousage

## matrice and real individuals who made a matrice contribution

A COMPOSITE PRESENTATION OF THE PRESIDENTS OF THE NATIONAL CONFERENCE OF SOCIAL WORK INCLUDING AGE DISTRIBUTION, EDUCATIONAL BACKGROUND, AND OCCUPATIONS OF THE PRESIDENTS

The sourcement frequently used in order to obtain the necessary information for this study was who was who was the conference of the in America, and in America, but the aforementationed reference presidents were listed in the aforementationed reference. This means that 68.7 per cent of all the Conference presidents to date were sufficiently prominent to be included in this well-known reference source. It was not ascertained whether these 55 individuals achieved national prominence, or in some instances international reknown, before serving as Conference leaders or afterwards. When one considers, however, that such a high percentage of the presidents attained the distinction of appearing in who's Who at sometime in their careers, it becomes quite clear that a great majority of them were individuals in the

it was baligued to be signiffener these almost no dela men

available on 11.7 per cent of the receiments and only

<sup>(</sup>Chicago: The A. H. Marquis Co., 1942).

On a Who's Who in America (Chicago: The A. M. Marquis

oble sources bud been persons, and after socaring to the individuals.

public eye and individuals who made a notable contribution in one or many fields of endeavor.

The essential information needed for this thesis was not available for nine out of the 77 presidents. This means that it was not possible to secure data with respect to age, education, and occupation that the president was engaged in at the time he was chosen for the office. It was known, however, that six of the nine, served in some capacity on the state boards of charities.

Only partial data was available on five of the presidents. On two of the five, the only fact not obtained was the one with respect to age. The educational data was lacking for one and occupational data for another. On still another both the educational and occupational information were not available.

In summation them, it is to be noted that complete data was available for 63 of the 77 presidents. Partial information was available for five persons, and no essential data was obtained for nine of them, although one other salient factor was noted for six of the nine.

An exhaustive search was made in order to obtain a complete factual picture on each president. After all available sources had been persued, and after securing complete information on 81.8 per cent of the individuals, it was believed to be significant that almost no data was available on 11.7 per cent of the presidents and only

partial data on 6.5 per cent of them. It was, therefore, assumed that the fourteen individuals (18.2 per cent) on whom some or all of the data was lacking, were undoubtedly well enough known as leaders during their lifetime to enable them to become presidents of the Conferences, but that they did not leave the same kind of an impact as did the other 63. Unavailability of data, therefore, was considered significant and was included in the tables in a "Not Known" column.

Inasmuch as the "Not known" data was different for each table, the percentage figures referred to in the analysis were based on a different total figure for each table. In other words, the analysis was made on the basis of "Known" information only. Thus, Table 1 dealt with a total of 56 presidents on whom age data was available; 53 men and thirteen women. The data with respect to the sex of the presidents was available for all 77. Table 2 was based on total "Known" information for 65 presidents; 51 men and fourteen women. The final table (Table 3) was on a total of "Known" information for 68 presidents; 55 men and thirteen women.

The largest number of individuals who became president of the Conference was in the age group from 46 to 50. Eighteen of them fall into this age category. The second and third largest number respectively was in the age group from 41 to 45 and 51 to 55. The former

TABLE 1

CLASSIFICATION OF CONFERENCE PRESIDENTS BY AGE, SEX AND YEAR IN OFFICE

			1	1 10	1	1	1
The second second			1			N N	
	9 "		ннни	***	***	-	
Not	Thomas and a	М		ннн	<b>H</b> H	н н	
1	or -						
	2	н					
1	8 4	H		N	39		
dent.					N N		
Age of President	8	H. H	я	18			
Ace of President			M M.H		*	H.H .	
*	•		нн		ц	HEN	
	į			-			
Year in	1674	5555 5555 5555 5555 5555 5555 5555 5555 5555	1965	1886 1886 1886		25252	
9	100	10 4 10 C		***	1888	***	

TABLE 1--Continued

51-55 56-50 51-65 66-70 71-75 Room late Pounts	*	-	*		*	*
Mr. of Resident - 66		M M	* *	HH 1	2.5 7 23	*
11-45 46-50	×	н н	H <sub>e Ne N</sub>		4	<b>H</b> H
41-45	H 10 10		×	H	нн н	
36-40		H			-15	
feer in	190811908	2001 2001 2001 2001 2001 2001 2001 2001			1982 1982 1985	1927
88	58888	88781	8884	<b>3323</b>	2228	1883

TABLE 1--Continued

grouping consisted of thirteen persons and the latter of twelve. One president was between 36 to 40 years of age. From this information it can be seen that 44 persons or 66.7 per cent of the Conference presidents were between the ages of 36 and 55 when in office. This would seem to indicate that the persons who became Conference leaders tended to fall into the middle age group, 10 and it would probably be safe to assume that they were individuals who had already made a place for themselves in the professional or business world. The 36 to 55 age group was comprised of nine women (20,5 per cent) and 35 men.

The 56 to 65 age group included a total of eighteen persons (27.3 per cent). Three were women and fifteen were men. This means that 16.6 per cent of the age group was comprised of women.

Six and one-tenths per cent of the presidents were in the 66 to 75 age group. This group included one woman and three men. The fact that so few persons were in this last category might indicate that a younger individual was needed to carry conference planning and responsibility.

The table on educational background was primarily

<sup>10</sup> Funk and Wagnall's New Standard Dictionary of the English Innuince defines middle aged as, "Being between youth and old age; from about 35 to 50 or 55 years old," This edition supervised by Charles E. Funk (New York and London: Funk and Wagnall's Co., 1945).

TABLE 2

Classification of Compenence presidents according to educational training.

				Dinention x
			и	
K	li H			
N N N				

TABLE 8--Continued

16. P.	Year in	specialization)	a) Attorney Clarge	Clere	Sectal Worker	Secial Dr. of Worker Medicine	Some College Training (no degree)	tary School	13 45 43
58	1061		×		Sterior	Ned Selson		Moteorion	888 E.C
888	200	*	*						
22	906	*		+					12
282	888	1941		N			×		
222	25.5				100			A frage (	4
	255	a ad a		н,					5 4
246	486		-		-				
	200		H				Total Control		
202	200		п	M		10	10-		1 37
325	200	H H I							4

TABLE 8-Continued

Dr. of Training College Colleg
--

concerned/two factors. One was a determination of how many of the Conference presidents were college graduates, and the other was to find out about the individual's field of specialization while attending a college or university.

rifty-nine or 90.8 per cent of the presidents were college graduates. There were 31 individuals who received the baccalaurente, but who did not appear to concentrate on any major field of study (25 men and eight women). It will be noted that no indication was made as to how many of these persons received an advanced degree. This was due to the fact that the focus was on the individual's initial interest in college, and not on his interest after a few years of earning a livelihood. Also, although it was known that some of these persons received an advanced degree, the source material, in most instancesy did not specify the field of specialisation, and this latter point was actually the important factor.

Twenty-eight of the presidents specialised in some field of endeavor. It was entirely possible that the person's vocational interest was such that he may have needed an advanced degree in order to complete his studies in his major field of interest. However, since the focus wason the field of specialization, the table showed whether the individual was graduated as a lawyer, doctor, minister, etc., and did not indicate whether an advanced degree was

necessary in order to achieve the goal. Eleven of the 28 persons were graduated as lawyers, seven as ministers (this includes priests and rabbis), three as social workers, and three as doctors of medicine.

Six persons or 9.2 per cent were not college graduates. However, five of the six received some college training but didn not receive a degree. One person completed only the elementary grades of schooling.

While the aforementioned figures include women, it would not be amiss to indicate specifically the educational training of the women presidents. Eight women who received a callege degree did not major in any field of study. All three of the graduates from a school of social work were women. Two were graduated as doctors of medicine, and one had some college training but received no degree.

Table 3 shows that 30 Conference presidents were employed as social work administrators when chosen for the office. There was an even distribution between those working for the public agency and those working for the private one (fifteen in each group).

Mine Conference leaders held the position of dean or director of a social work school at the time they were chosen for the office. One person was an editor of a social work magazine.

HE BY BO SHIPS SOME AND DO NO.

Thus we have a total of 40 practitioners inthe

TABLE 3

CLASSIFICATION OF CONFERENCE PRESIDENTS BY OCCUPATION, SEX AND TRAR IN OFFICE

MMM MMM MMM MMM MMM MMM MMM MMM MMM MM	at ar	255555 55555 5555 5555 5555 5555 5555		1886 1886 1889 1899		2588
MH M M M M M M M M M M M M M M M M M M	Bustness	inclinate Decision in				
MMM M MMM MMM MMM MMM MMM MMM MMM MMM	GOVOTADO	ннн				1942
MM M M M M M M M M M M M M M M M M M M	Isayer	н			A. A. A.	
HHH H Glergy  Isbort  Bootoniat	CIROUTE CE"	ig Chilletonia			es ve en	
H N N Sconoulet  Boonoulet  Boonoulet  Boonoulet  Boonool supt  School supt  Or Univ.  Boolet  H N Scolet  Scolet  Administrateor  Scolet  Dir. of Scolet  Dir. of Scolet  Dir. of Scolet  Scolet  Dir. of Scolet  Dir. of Scolet  N N N N N N N N N N N N N N N N N N N	Memstas Motiba	20 00 W. 12	*		11 1 1 1 1 1 1 1 1 1 1 1 1 1 1 1 1 1 1	
Hospitel  Hospitel  Bitestor  School supt  School supt  Or Univ.  Bitestor  Mainistrator  Mainistrator  Dir, of Soc.  Dir, of Soc.  Nork School  Nork School  Nork School	CTOLE	100000000000000000000000000000000000000	The same	H	нн	130
HH H  plate  plate  plate  School supt  or Univ.  School supt  More  More  School  More  School  More  School	Todal Jalmonood	agreement li	entite don			e into
School supt.  School supt.  Directed  M M M  Dir., of Soc.  Social  Dir., of Soc.  Tooric streets  Social  Dir., of Soc.  Tooric streets  Toor	Hospitel Director			100		
Societ Bocted W W W Mork Administrates Mork Solool	-oadfantida .	Market Ind	нн	of all		н
Socies  More More More More More More More Mor	or unia.	arman garan	A ser res			
M M M Dir, of soc. Nork School.	Director	6			A STATE OF	
HORE SOPOOT DEED OF SOC.	Nork Administrator			ein ha		
Tooks Sobool	Deen or social	day and a		en arterior		
THIRTY SOUL H H H H H H					ro-to-th	
	treets soil		H	<b>HHH</b> H	*	н
					N M	

code Ho.	1906	35 25 25 25 25 25 25 25 25 25 25 25 25 25		
DUSTINGS DUSTINGS DUSTINGS DUSTINGS		H 85000	H SE SE	<b>0.000</b>
COVERNOT				
Targent Larabet 20 stracto			*	
Strongs Ce.				
Bdftor				
crue <b>c.</b>				
Telmottook Recottook		- 94		
Hospital Director				
-outhnatide felq				
school Sops ving to tospering	•	×		
Mach Laloos Tofarfainlaba	ž × ×			нн
Donn or 500 512, of 500 Nork School				
most fon				

•			1	1	10
	Deen or See				
	Latnos Ston staintaho sos	Pe.Pe.	* * *		
	School School Sapt. or Univ.				
8	denstiff Falq				
antilus of the same of the sam	Hospitel Director				g
TABLE 3-0	Tebor Remonds				0
3	O-Della				H os
	Messine Editor				
	Toderal Cirouts Carouts				
	Johnson Johnson		S. (1)		
•	Year in	19E1 19E			200 100 100 100 100 100 100 100 100 100
	code Bo.	20	22423	22522	908838

the state of the s

4045(4)

AWORN FOR	*****		0	
Doen or Dir. of Soc. Work School		инн		nia Wilder
Social Estade	д н н Е нн	# <b>#</b>	15 15	er ment of
School Supt. or Univ. Director	ordina or ca exac or 1.0	Substitute of	d hoa	esiro seros
-ordinalida falq	of the group	professor word als	as see	ns and Straige out 5.9 pers
Hospital Totostia	g the marky ;	a. This	ba appa	ermos sto laid
Todel Felmonood	en auctions	oll the		s obsyltakiw
Clere securi	SERVICE OF SE	For Whe	6	mi ) was class Sive years dors. This
entang di gostbi	nine-textus	be sonin	nud las (	kaptes Ille
Seneral Circuit Ct.	less whom the	r zecolu Lag zoar	s, tere <b>,</b> co	ll to Seaffare
TOAALIOS	of the Cent atoms: som	rangs dis Cadarză p	ea en	ed in the eart juided
evituoesa evituoesa	artigere defend	to to the	t) •	tation and talk
nt task esilio	28888	256 256 256 256 256 256 256 256 256 256	Total Lines	
code so.	95888	C8525		

social work field, or 58.8 per cent of social work practitioners being chosen for Conference leadership. This group was comprised of 27 men and thirteen women, or 100 per cent of the women as compared to 67.5 per cent of the men were professionally engaged in social work when chosen for the office of Conference president.

Six persons or 8.8 per cent of the entire group were employed as university professors. Seven and three-tenths per cent of the group were ministers and 5.9 per cent were business executives. There were also four individuals during the early years of the Conference who had amassed sufficient capital to retire from their business or professional work and devote all their time to charitable endeavors. This group of persons (5.9 per cent ) was classified as philanthropists. For three consecutive years state governors were chosen as Conference leaders. This interesting phenomenon will be explained in Chapter III.

Two and nine-tenths per cent of the individuals were practicing law when they received the call to Conference leadership. The remaining four individuals who became presidents of the Conference were employed in the following professions: one federal circuit court judge,

lithis figure refers to those on whom information was available. However, it will be recalled that there were only a total of fourteen women presidents in all.

one magazine editor (other than the editor of the social work magazine), one labor economist, and one hespital director.

Mention has already been made of the influence of the state boards of charities upon the Conferences. However, the background information about the Conference presidents would not be complete unless it was indicated that all of the first 21 presidents were individuals who had served in some especity with the state boards. This means that from 1874 to 1894 inclusive, the persons who became presidents of the Conferences were drawn exclusively from one group. However, from 1896 to 1916 there were only six presidents who had served with the state boards of charities before assuming Conference leadership. After 1916 only one Conference president had had a prior state board affiliation, and this was the person who was in office in 1945.

to the frequency of common presidents. During the first thirty-five years of Confessances (1874-1909) there were no much chosen as Conference Issaire. In the nact transpose part of that is from 1910 to 1930, there were six wasen presidents of almost five year intervals. Severity pay each of the presidents during this period were sen and of the each were women. The times during which weren

# Served Chrosphost these breaty years were 1910, 1914, 1919, CHAPTER III

CHANGING TRENDS IN THE KINDS OF INDIVIDUALS WHO BECAME PRESIDENT OF THE NATIONAL CONFERENCE OF SOCIAL WORK

on the whole there has been a rather consistent trend throughout the years of Conference history to choose as leaders persons in the 36 to 55 age group. This has been particularly true from the first Conference in 1874 to 1936. However, from 1936 through 1952 an upward trend was noticed in the age level. Prior to 1936 there were eight presidents in the 56 to 65 age range over a sixty-one year span. Within the sixteen year period from 1936 through 1952 there were seven presidents in the 56 to 65 age group; almost as many as there had been in the prace ceding period referred to, which included sixty-one years.

A greater shift in emphasis was noted with respect to the frequency of women presidents. During the first thirty-five years of Conferences (1874-1909) there were no women chosen as Conference leaders. In the next twenty year period, that is from 1910 to 1930, there were six women presidents at almost five year intervals. Seventy per cent of the presidents during this period were men and 30 per cent were women. The times during which women

served throughout these twenty years were 1910, 1914, 1919, 1984, 1986, and 1980. Another five years elapsed before a woman again assumed the position of Conference leadership. During the next eighteen years (1985-1988 inclusive) there were eight women presidents or 55.5 per cent men and 44.5 per cent women. A woman held office in 1935, 1937, 1940, 1941, 1944, 1945, 1947, and 1950. It would seem then, that there is a growing tendency for women to serve as presidents almost as often as men.

The trend from the first Conference and down through the years has been to choose as presidents persons who had had and completed a college or university course of study. This was evident at a glance since 90.8 per cent of the Conference presidents were college or university graduates.

not there had been any change in emphasis in the individual's field of specialization. From 1874 to 1905 inclusive, there was a slight tendency to choose as Conference presidents individuals who had majored in either law or the ministry. Before proceeding with the analysis, it should be kept in mind that reference is being made only to those persons about whom educational data was available, and also only those persons who were college

"Two persons in this period had some collage

training but received no degree.

graduates. 12 Seven persons who served as Conference presidents during this period majored in law and four majored in the ministry. There was then a total of eleven persons who majored in these two fields of study, while four individuals who held office of president were college graduates with no apparent field of specialisation.

The period discussed in the preceding paragraph included thirty-one years of Conferences. During the next thirty-one years (1906-1937 inclusive) educational data was available for all the presidents involved. It is believed, therefore, that the analysis of trend was more meaningful for this period than for the preceding one. Four (13,7 per cent) of the E9<sup>13</sup> persons who were presidents during this period had majored in law; five (17,1 per cent) had amjored in the ministry; one (3,3 per cent) had specialized in social work, and one in medicine. Eighteen (62,6 per cent) presidents had received college degrees with no apparent field of specialization.

During the last fifteen years of the Conferences, two persons (14.5 per cent) who became presidents majored in social work, two in medicine, and one (7.1 per cent) in the ministry. Nine individuals (64.5 per cent) had

<sup>12</sup> No educational data was available for twelve persons, and three persons were not college graduates.

<sup>13</sup> Two persons in this period had some college training but received no degree.

graduated from college with no apparent major in any field of study. 14

There seemed to be a tendency during the years 1874 to 1937 to select as presidents individuals who had been educated as ministers and lawyers. This tendency disappeared almost entirely during the last fifteen years of the Conferences. There was also a beginning shift in emphasis, however slight, with respect to the number of individuals who had been trained specifically for social work. From 1906 to 1937 one Conference president had reserved professional training in social work, and from 1936 to 1952, two presidents had received such training. One trained social worker held office over a thirty-one year period, whereas there were two professionally trained social workers in early sixteen years of Conferences.

The greater tendency for individuals to refrain from unjoring in any special field of study during the last fifteen years might be construed as an indication that some of them returned to the university and received an advanced degree in social work. This is definitely a supposition as there is no evidence to that effect.

Before leaving the subject of the educational training of the Conference presidents, a word should be said about the development of schools of social work since

<sup>14</sup> One person in this period had some college training but received no degree.

this definitely has a bearing on the educational trend as it was discussed here. The first school of social work in the United States was established in 1903, twenty-nine years after the first Conference. As of November 1, 1949 there were 53 colleges and universities that had schools of social work, and these 53 schools were members of the American Association of Schools of Social Work. 15 Professional training for social work then, was rather a recent development, and in the light of this information one might more readily understand why there were so few Conference presidents who had received professional training in social work. The reader should be cautioned that there were some individuals who received an advanced degree in social work after they had worked in the field for some years. This would mean that there were more than three Conference presidents who were professionally trained in the field. Here too, the data was inconclusive. Although it was possible to secure information as to how many presidents received advanced degrees, it was only in the rare instance that the source material indicated the field of specialization for the advanced degree.

The occupations of the individuals who served as Conference presidents during the first nine years of its

<sup>15</sup> Margaret B. Hodges (ed.), Social Work Yearbook (Albany, N. Y.: American Association of Social Workers, Inc., 1951).

existence (1874-1882) were as follows: A business executive, a lawyer who held the office twice, three governors, and a magasine editor. No information as to occupation was was available for the other two persons. The governors served during a concentrated period, specifically, 1875, 1876, and 1878. It will be remembered that the state boards of charities played an important part during the early years of the Conferences. The election of three governors as Conference leaders pointed up the political significance of the state boards. 16

It was not until 1883, nine years after the Conference had been in existence, that a social work practitioner, or an individual who was devoting full time to social work, received the call to serve as president.

After 1883, another nine years elapsed before a person engaged in social work for a livelihood was called to Conference leadership. Between 1884 and 1892 two philanthropists and three ministers served as presidents. The occupations of the other four persons during this period were not known. Thus between 1874 and 1892 two social work practitioners (15 per cent) and twelve persons (85 per cent) other than social workers held the office of Conference president. The high proportion of persons, other than social workers, who were serving as leaders during these

<sup>16</sup> Bruno, op. cit., p. 354.

years was not surprising. It was, in fact, quite in keeping with the trend of the period under discussion to have philanthropists and ministers so actively involved in social services or charities as it was referred to during those years. Arthur Fink in The Field of Social Work had this to say about the development of the profession:

Social services have been provided under the auspices of the church for better than a thousand years; under the auspices of the state for over three hundred years; and under the auspices of voluntary agencies for something between two and three centuries. Yet it has only been within the present century that these services have come to be looked upon as professional services or, the persons providing them as professional people.

One interesting, and at first glance what appears to be a contradictory finding, should be noted before the later years of Conference development are analysed in this particular phase of the study. From 1883, the year in which a social worker first served as Conference president, until 1910, there were a total of seven individuals who were classified as social work practitioners. All of these seven persons had public agency affiliations. This trend as far as the Conference was concerned was quite different than the trend in the social work field as a whole. Private social work agencies dominated the field of social work until 1929, and the profession had been

<sup>(</sup>Revised edition; New York: Henry Holt and Co., 1949), p. 535.

built largely through the efforts of private agency workers. 18 This seeming contradiction can be explained if one recalls that the Conference had its beginning as a result of the meeting of the representatives of the state boards of charities, and that the early years of the Conferences were dominated by the members of the state boards.

The first consistent trend to choose as Conference leaders persons who were full time practitioners in social work began in 1917. From 1917 to 1930 inclusive twelve such individuals held the office of Conference president. There was only one year during this period (1931) that a person other than a social worker served as president of the Conference.

The last twenty years of the Conferences (1933 to 1952) indicated that the trend that began in 1917 was a continuating one. During this period eighteen of the twenty presidents were either social work administrators, deans or directors of social work schools, and one was an editor of a social work magazine.

There were nine deans or directors of social work schools throughout all the years of the Conferences who attained the position of Conference president. Seven of

<sup>18</sup> mid., p. 31.

the nine held office during the last twenty years. This seems to be in keeping with the growing emphasis in the social work field on the need for professionally trained people.

Steady is was stated that an attempt would be made, by the use of fictual data, to flud out sensiting stout the kinds of powers the became Conference presidents. In order to greated a more complete and usuningful picture, it is believed benchmile to may accepting about the contribution of those lesiers to the field of social tork literature. See scatter will also be made of their literary contributions to other fields of unioner, and note will also be used of the hopeston the beat states of unioners, and note will also be used of the hopeston the hopestonian automatic written about the presidents.

This shapes will deal with a questionize proposition of the literary quatributions. The list promented is probably not a complete one. The move of the looks written by the individuals that this there is noncommon with were second from Spain Sta<sup>25</sup> and the last Sta<sup>26</sup>. The process file petalogue of the last Swanch of

The are the large terms are the

#### The terminal are then the CHAPTER IV inch the of the made not

An the position of such Magraphical skytch is

the leastly limite library was niso utilized.

### CONTRIBUTIONS OF THE PRESIDENTS TO THE FIELD OF SOCIAL WORK LITERATURE

It will be recalled that in Chapter I of this thesis it was stated that an attempt would be made, by the use of factual data, to find out something about the kinds of persons who became Conference presidents. In order to present a more complete and meaningful picture, it is believed worthwhile to say something about the contribution of these leaders to the field of social work literature. Some mention will also be made of their literary contributions to other fields of endeavor, and note will also be made of the biographical material written about the presidents.

This chapter will deal with a quantitative presentation of the literary contributions. The list presented is probably not a complete one. The names of the books written by the individuals that this thesis is concerned with were secured from who's who!9 and who was who. 20 The general file catalogue of the Main Branch of

<sup>19</sup> Who's Who in America, on. git.

<sup>20</sup> Who Was Who in America, on. cit.

the Detroit Public Library was also utilised.

At the conclusion of each biographical sketch in Who's Who 21 or Who Was Who 22 mention was often made not only of the books written by the person under discussion. but also of his contribution to one or several of the professional magnetnes or anthologies. The inclusion of this sort of material in this chapter would make it much too unwieldy, and therefore, only the books that were written by the presidents were listed. Because the list of publications is rather a lengthy one, note will only be made of the author, name of the publication, and year in which it was published. The list will not be in alphabetical order, but will be presented according to the same general plan that was used elsewhere in the study, that is according to the year in which the author served as president of the Conference. Therefore, the year which appears in parentheses after the author's name refers to the year he was in office.

- I. Contributions in Social Work Field.
  - A. Frederick H. Wines (1883).

    1. Defective. Dependent and Delinquent Classes in the United States.
    (Volume of 19th Census.)

and 7. Desirous Audrewel, 1947,

<sup>21</sup> Who Who's Who in America, on. cit.

RE Who Was Who in America, op. cit.

2. Punishment and Reformation, 1895.
3. The Liquor Problem in Its Legislative Aspects, 1897 and 1898.

e. Pauperiam and Benevolence in the United States. (Volume of 11th

B. William Pryor Letchworth (1884).

1. The Insens in Foreign Countries, 1889. 2. Care and Treatment of Epileptics, 1900.

Hastings H. Hart (1895). 1. Round Table Studies for Trustees of

Social Welfare Program for the 44 of 16768, 1918.

3. Social Problems of Alabama, 1918.
4. The Third Degree-Nethods of Obtaining Confessions and Information from Parsons Accused of Crime, 1981.
5. The Restoration of the Criminal, 1982.

sology an Educational Problem,

ining Schools for Prison Officers, 1930

Alexander Johnson (1897)

1. Quide to the Study of Charities and

2. The Almshouse, Construction and Engement, 1911.
3. Adventures in Social Welfare, 1923.

William R. Stewart (1898).

1. The Philanthropic Works of Josephine SHOW TOWNELLY TOTAL

Charles R. Benderson (1899).

1. Introduction to the Study of Dependent, Defective and Delinquent 2. The Social Spirit in America, 1896. S. Social Sottlements, 1897. 4. Social Settlements, 1897.

0. John M. Glenn (1901).

Bussell Sage Foundation, 1907-1947 (in collaboration with Lilian Brandt and F. Emerson Andrews), 1947.

- Jeffery R. Brackett (1904). 1. Supervision and Education in Charity,
- Samuel G. Smith (1905).

  1. The Industrial Conflict. 1907.

  2. Social Pathology, 1911. I.
- Edward T. Devine (1906). J. 1. The Principles of Charity, 1901;
  new edition, 1904.
  2. The Principles of Belief, 1904.
  3. Efficiency and Belief, 1906.
  4. Escry and its Causes, 1909.
  5. Esport on the Desirability of Establishing an Employment Bureau in the City of Bew York, 1909.
  6. the Spirit of Social Work, 1911.
  7. the Family and Social Work, 1912.
  8. The Family and Social Work, 1912.
  9. Disabled Soldiers and Sailors, 1919.
  10. Josial Work, 1981.
  11. Progressive Social Action, 1923.
  12. Then Social Work Was Young, 1939. 1. The Principles of Charity, 1901;

  - 12. When Social Work Was Young, 1939.
- Amos W. Butler, (1907).

  1. The Development of Public Charities and Corrections (year of publication DOT SAUTTURES
- Ernest P. Bickmell (1908). 1. Pionesping with the Red Cross, 1935.
- Jane Addams (1909).

  1. Demogracy and Social Sthics, 1902.

  2. Newer Ideals of Peace, 1907.

7.

- 3. The Spirit of outh and the City
- 4. Twenty Years at Bull House, 1910.
  5. A Bow Conscience and Angient Byil. 5. 1 Mgg
- 6. The long Road of Momen's Memory, 1916.
  7. Peace and Bread in Time of Mar, 1922.
  8. The Second Twenty Years at Hill House,
- 9. The Excellent Becomes the Permanent.

Porter R. Lee (1929). 1. Decial Cuswork of Cause and Facilities.

H. Homer Polks (1911).

1. Care of Destitute, Reglected and Delinguent Children, 1902.

an Costs of War, 1980.

O. Graham Taylor (1914).

1. Religion in Social Action, 1913. 2. Plonsoring on Social Prontiers, 1930. 3. Chicago Commons Through Forty Years, 1936.

Robert A. Woods (1918).

1. English Social Movements, 1891. 2. The Settlement Markson - A Mational

3. The Melshborhood in Mation Building, 1982 (with Albert Kennedy).

Owen R. Lovejoy (1920). Q.

1. Child Labor in America (appears in compilation of The Women Citisen's Library, edited by Shailer Mathews), 1913-1914.

Robert W. Relso (1922).

1. History of Public Poor Relief in
Hassachusetts, 1922.

2. The Science of Public Welfare, 1928.

3. Poverty, 1929.

S. Grace Abbott (1924).

1. The Designant and the Community.

2. The Child and the State (two vols.),

T. William J. Morton (1925),

1. Cooperative Novement in Social Work,

U.

John A. Lapp (1927). 1. Respondes and the Community. 1922.

Sherman C. Ringsley (1928). 1. Comments Schools (with F. R. Bressler), 1916,

Porter R. Les (1929).

1. Social Casework as Cause and Fundtion.

A Study of Interrelationship of tional social Aconcles in Fourteen porteen Communities (with W. W. tels and J. M. Roey), 1923.

"This book is listed elsewhere in the outline, as om of the authors, J. M. Boey, was a ... Conference president in 1941.

The following with W. W. Pettit.

- 3. Social Salvace, 1925. 4. Social Casework, Generic and Specific. 1080.
- 5. Mental Breiens and Social Work, 1989. 6. Social Casemork, 1935.
- Mirian Van Waters (1950). 2. Youth in Conflict, 1985.
- Richard C. Cabot (1931).

  1. Social Service and the Art of Bealing,
  1909.
  - 8. A laymen's Handbook of Medicine, with special Reference to Social Workers, 1916.
- Frank J. Bruno (1933). 1. The Theory of Social Work, 1936. 2. Trans in Social Tork, 1948.
- William Hodson (1984). 1. Case Work Practice in Public Assistance Administration (with D. B. Daly), 1942,
- Edith Abbott (1937). 1. Women in Industry, 1910. 8. Indistriction - Selected Documents Astorical Aspects of the Demicration Problem, 1988.

  - Minestice, 1931.

    5. Crime and the Foreign Rorn (vol. VII, Reports Wickersham Committee), 1931.

    6. The Tenements of Chicago, 1938.
  - Marian Plenears in Social
  - Polic Assistance, 1989.

The following with Sephonisba P. Breckingidge.

The Delinguent Child and the Home. 1018

10. Trunner and Bon-Attendance in chicago, 1917.

Ce. Grace Coyle (1940).

Social Process in Ormnised Groung,

Group Experience and Demogratic B. UOS. 1947.

Tour Work with American Youth.

Dd.

Also be the this

CLUB DESCRIPTION

Three Conferment

literature, tock

Jane M. Hoey (1941).

1. Social Work and Human Personality in banocracy. Should it Survive, 1945.

2. I Study of the Interrelationships of

BE OWN WHOM IN LEGACION IN POURSE Lee and Walter Pettit), 1923.

Be. Shelby M. Harrison (1942).

1. Social Conditions in an American City, 1980. 2. Public Employment Offices - Their Purpose, Structure and Enthods, 1984.

3. Waltare Problems in New York City

4. A Bibliography of Social Surveys

(with Allen Maton), 1930. American Foundations for Social Welfare (with F. Merson Andrews), 1946.

Fred K. Hoehler (1943) . 1. Europe's Romaless Millions, 1946.

Elisabeth Wisner (1944).

1. Public Welfers Administration in Louisland, 1930.

about these. Hh. Kenneth L. M. Pray (1946). And Other Papers, 1949.

> Arlien Johnson (1947). 1. Public Policy and Private Charities.

Jj. Leomard W. Mayo (1948). 1. What About Our Town?, 1938.

Mr. Bean Clague (1951) .

1. Ten Thousand Out of Work (with Webster Powell), 1935.

2. Charitable Trusts, 1935.
(Joint Committee on Research of the Community Council of Philadelphia and the Pennsylvania School of Social Work, Publication No. 10.)

Il. Lester B. Granger (1952).

I. Occumational Opportunities for Regross (with T. H. Hill), 1937.

2. Toward Job Adjustment (with Louis H. Hobel and H. H. Wilkinson).

1941.

Seven of the 38 prosidents listed on the preceding pages, contributed not only to social work literature, but also to the thinking of other fields by writing on such subjects as economics, civics, vocational training, medicine, crnithology, labor arbitration, and church history. Three Conference presidents contributed to the fields of literature, bookkeeping, and labor, but did not write about social work.

List of Biographies Written About the Presidents

Nine Conference presidents had biographies written about them. The following list will include not any books but will also include articles that appeared about any of the presidents in social work magasines.

l. Samuel J. Tilden (1896).

Bigelow, J. The Life of Samuel J.

Tilden, 1895 (2 vols.).

- 2. William Pryor Letchworth (1884).

  Larned, J. N. Life and Work of
  William Pryor Letchworth, 1912.
- 3. John M. Glenn (1901).

  Gilman, Daniel. Recollections of
  the Life of John Glenn, with a review
  of the charable work of Mr. Glenn
  by Jeffery R. Brackett, 1896.
- 4. Timothy Michelson (1902).
  Woodward, Walter C. Timothy
  Michelson, Master Quacker, 1927.
- 5. Thomas M. Mulry (1908).
  Nechan, Thomas F. Thomas Maurice
  Mulry, 1917.

Belmes, Joseph W. Thomas M. Milry; a volunteer's contribution to social work, 1938. (Ph.D. thesis).

6. Jane Addens (1910).
Judson, Clara. City Heighbor: the
Story of Jane Addams, 1951.

Linn, James Webster. Jane Addams: A Biography, 1938.

Wise, Winifred E. Jane Addams of Bull Bouse, 1935.

- 7. Graham Taylor (1914).
  Gavitt, John Palmer. "AT Home with
  Graham Taylor," appears as an article
  in the Survey, June 1, 1930.
  - 8. Robert A. Woods (1918).
    Woods, Eleanor A. Robert A. Woods;
    Chaupion of Demogracy, 1929.
- 9. Grace Abbott (1934).

  Baker, Helen Cody. "The Abbotts of

  Hebraska," appears as an article in

  Enryey Granhic, June, 1936.

the Dougleronous had oldy walk presidents, it was not

americans to herea that the total number of sola

# 1952 teaturing) wayor | CHAPTER Vo no reconfeque missent ca

nowalliants was 45 he conserved to a tried of only foorteen

founds presidents. Dithin the last sightes, years (1931-

Shirty worse which tennes and

#### CONCLUSIONS

they man who beld the office. I

The purpose in writing this thesis was two-fold:

(1) to determine what the characteristics were of this
particular group of individuals who represent one kind of
leadership in social work; and (2) to see if there was
any shift in emphasis throughout the years of Conferences in the kinds of persons who attained the position
of Conference president.

With respect to the age factor, it was determined that the largest percentage (66.7 per cent) of Conference leaders were in the 36 to 55 age group, and that a small number of persons (6.1 per cent) became president of the Conference after they reached the 66 year age level. It was also determined that there has been an upward trend in age level during the last sixteen years (1936-1952) of Conferences.

It was learned that the Conferences had been in existence for thirty-five years before a woman was elected president. Since the first three and a half decades of the Conferences had only male presidents, it was not surprising to learn that the total number of male

presidents was 63 as compared to a total of only fourteen female presidents. Within the last eighteen years (1935-1952 inclusive) women have served as presidents almost as often as men as during that time there were eight women and ten men who held the office.

Generally speaking, the Conference presidents were individuals who were college graduates (90.8 per cent). During the early years (1874-1905) the individuals who become presidents tended to be persons who had been educated as lawyers or ministers. From 1906 to the present day, the mjority of the presidents (27 in number), were persons who had received a university education, but seemed to have no major field of study. Those who did specialise during this period were graduated as lawyers, ministere, social workers, or doctors. It can thus be seen that the interests of the persons while attending the university were not spread over a great variety of fields, and that their interests were quite definitely in such fields that would involve working closely and intimately with their fellow human beings.

anly three Conference presidents were known to have graduated from a social work school. It will be recalled that the educational data was tabulated on the basis of the individuals initial interest in college, and also on the basis of the educational training received before earning a livelihood. The figure then of three known

productes from a school of social work is accurate if one beeps in mind the limitations that were mentioned. It is entirely possible that some, or perhaps many, of the Conference presidents received an advanced degree in social work after they had been practitioners in the field for a few years. Unfortunately, no complete data was available on this important point. The source unterials used did not state clearly whether the individual received an advanced degree, there was no indication as to the field of specialisation. As far as was ascertainable, there seemed to be no reference unterial where such information was available, and so the data was inconclusive with respect to the number of presidents who were professionally trained social werkers.

It was quite definitely established that the Conference presidents who had had practical experience in
social work were in the majority as far as occupational
background was concerned. Forty persons (58.8 per cent) of
the total 68 were classified as social work practitioners.
However, the Conference had been in existence for nine
years before an individual with this experience became
president, and after that another nine years clapsed before a second social work practitioner was elected president of the Conference. During the beginning Conferences
the tendency was to choose as leaders business or political
persons, and from the professional ranks, lawyers or

ministers.

Finally, it was conclusively established that the Conference presidents as a group were not only nationally known, but were undoubtedly persons of special prominence. Proof of the above statement was the discovery that 55 of the 77 presidents appeared in Who's Who. Thus it can be said that regardless of educational training and occupational backgrounds, the presidents of the Conferences were rather consistently an outstanding group of individuals.

KIND OF PRICATEDIEN OF THE SACTORAL CONFERENCE

place were in contact

THE SOCIAL HOUR AND EASING IN WHERE

APPENDIX A

Phillip C. Garrentt William Reward Well R. E. China 15533

1921 and 1983

John V. L. Sewen John J. Swaley Semiol J. Libben

A. A. Mishes Course S. Bebinson Incliff Beiglerinds Troops N. Beckern Accide N. Bishes

OF SOCIAL WORK AND YEARS IN WHICH THEY WERE IN OFFICE

Charles & Monteren

Clastly Elabolish School W. Dalloyast Julivy M. Benderic

Diward T. Dawing Amor W. Sutley Scottes H. Malay

Condess Thatber

Incento A. Seriela Producta Ling Names A. Sector

A. O. HARRINA

Code Number	President	Year in Office
1 2 5 4 5 6 7 6 9 10	John V.L. Pruyn John J. Ingley Saucel J. filden R. H. Richep George S. Robinson Reeliff Brinberhoff Frank B. Sanborn Andrew E. Elmere Frederick E. Wines William Pryor	1874 and 1877 1876 1876 1878 1879 1880 1881 1882
11 18 18 14 15 16 17 18	Istehmorth Phillip G. Carrett William Howard Heff H. H. Ciles Charles S. Hort George D. Cillespie Albert G. Ryers Oscar G. McCallech Hyorn R. Reed Hastings H. Hart Incius G. Storrs Robert Treat Pains A. O. Wright	1884 1885 1886 1887 1888 1889 1890 1891 1892 1893 1894 1895 1896 1897
20 21 22 23 24 25 26 27 28 29 30 31 32 35 34 36 36	William R. Stewart Charles R. Henderson G. E. Faulkmer John M. Glemm Timothy Richelson Robert W. DeForest Jeffery R. Rrackett Saucel G. Smith Edward T. Devine Ames W. Ritler Thomas M. Malry Ermest P. Biekmell Jame Addams Bomer Folks	1699 1900 1901 1902 1908 1904 1906 1906 1907 1908 1909 1910
38 39 40 41 42 43 44 45	Julian W. Mek Frenk Tucker Grahem Taylor Mary Willoox Glenn Francis H. Gavisk Frederic Alay Robert A. Woods Julia C. Inthrop	1918 1913 1914 1915 1916 1917 1918

William Control

stocofia Asserberra. While EXVIV How Tentes

programmings translated a. Conson Stition, Tax, 10, 100 and 10

A Jos le Apprime. Vol. G. Chicago: The A. S. Sirguis Co., 1965.

Manager to forceles. Vole. EXT. EXV. and EXVI. 1965.

Manager the A. E. Manager Co., 1966, 1962.

Code Number	President	To the state of th	r in Office
46 47 48 49 50	Owen R. Lovejoy Allen T. Burne Robert W. Relso Grace Abbott William J. Horte Gertrude Vaile		1980 1981 1988 1984 1985 1985
51. 52. 53. 54. 55. 56. 57.	John A. Japp Shorma G. Eings Porter R. Lee	the manufactured by	1984 1985 1986 1987 1988
56 No. 10.10.	Richard G. Cabot G. M. Bookman	Link as on, 1949	1950 1951 1958
59 60	Frank J. Brane William Redson Batherine F. Len Magr. Robert F.		1930 1931 1938 1933 1934 1936
61 62 63 64 65	Bdith Abbott Solomon Lowenste Paul Kellogg Greec Goyle	G. White Year sloberty Al	1936 1937 1938 1939 1940
Asset Server, Lief	Shelby M. Harris Fred K. Hoehler Elisabeth Wisner		1958 1950 1940 1941 1942 1943 1944 1945 1946 1947 1948 - Rom 1899 1950
70	Hannoth L. M. Pr Hiles C. Potter Arlies Johnson Leenard W. Myo	de and vol. Evil.	1945 1946 1947 1948 - Bonn 1899
74 76 76 77	Burth H. Elancha Bonn Clague Legter B. Grange	And the transfer of the land of	1945 1950 1951 1952

#### BIBI TOGRAPHY

# a the section of logs a rope.

Bruno, Frank J. Trends in Social Nort. New York: Columbia University Press, 1948.

Water Control of the Control of the

- Pink, Arthur R. The Field of Social North Revised Bdition. New York: Henry Bolt and Co., 1949.
- Penk and Magmalls. Mew Standard Dictionary of the English Language. New York and London: Funk and Magmalls Co., 1945
- Hodges, Margaret B. (ed.). Social Work Yearbook. Albany, New York: American Association of Social Workers, Inc., 1951.
- Howe, Henry, LL.D. Risterical Collections of Chio. Vol. I. Gincinnati, Chio: C. J. Krehbiel and Co., 1947.
- Molone, Dumes (ed.). Distinger of American Biography.
  Vol. XV. Auw Tork: Charles Seribner's Sons,
  1935. Also Vol. XIII, 1934 and Vol. XVIII, 1936.
- Michigan Historical Commission. Michigan Biographics. Vol. I. Lansing, Michigan, 1924.
- Social Work Yearbook. Brattleboro, Vermont: E. L.
- The Engreloudie Americans. Vol. ZIVI. New York:
- The New International Engrelemedia. Second Edition. Vol.
- Who was who In America. Vol. I. Chicago; The A. H.
- Who's Who in America. Vols. XXII, XXVI, and XXVII. Chicago: The A. H. Marquis Co., 1960, 1962.

#### Benerte

- Proceedings of the Matical Conference of Social Work.
  April 17-85, 1948. New York: Columbia University
  Pross, 1949.
- The Social Helfare Forum, Official Proceedings, 76th
  Annual Meeting, Astional Conference of Social Works
  Jene 19-17, 1949, New York: Columbia University
  Press, 1950.
- Atienal Conference of Social Work. April 85-88, 1950. New York: Columbia University Press, 1950.
- Extincel Conference of Social Work, My 15-18, 1951. Now York: Columbia University Press, 1951.

#### Parablets.

- Londers in Social Adventure. Bulletin Ho. 102. How York:
- The Conference Bulletin. Vol. LV. Columbus, Chie: Intiemal Conference of Social Work, Spring, 1952,

# Articles

- Associates, December, 1947, (Information appeared in column called "In Memories",)
- The Social Service Beriew, Vol. IV. Chicago: University of Chicago Press, September, 1946. (Information appeared in column called "Brees and Comments".)
- The Social Service Series, Vol. IXI. Chicago: University of Chicago Press, March, 1947. Article by hem A. Lundburg, "Fathfinders of the Middle Nears."
- The Social Service Review, Vol. IXII. Chicago: School of Social Service Administration, University of Chicago, June, 1948. (Information appeared in column called "Notes and Comments",)

ń

#### PROCEEDINGS . .

INSTITUTE .

ON

METHODS OF SOCIAL ACTION

Y. W. C. A.

NEW ORLEANS, LOUISIANA

NOV. 4-6, 1953

THEME: IMPROVING YOUR COMMUNITY AND STATE-BLUE PRINT

FOR ACTION IN SOCIAL WELFARE

SPONSORED BY:

National Conference of Social Work
Louisiana Conference of Social Welfare

#### TABLE OF CONTENTS

Foreword - Joe R. Hoffer

Program of the Institute

#### PART 1 - GENERAL SESSIONS PAPERS .

Action for Social Welfare - Arthur Dunham

Action Targets or Goals - Warren H. Schmidt

Initiating Social Action - Mrs. Geneva Mathiasen

Methods of Social Action - Nelson C. Jackson

Social Action and Social Work - 1951 Social Work Yearbook

#### PART II - REPORTS OF CLINIC SESSIONS

Clinic A - Services to Children

Lutcher Day Care Center

Clinic B - Housing

The Shreveport Story

the second section and the factions proved to be very

Clinic C - Health and Medical Services

Millage Tax for the Support of

Parish Health Units in Louisiana

Clinic D - Services for the Aging

The New York Plan

Trends in Social Action as shown in Proceedings of N. C. S. W. 1914-1952

#### Foreword

The Institute on Methods of Social Action was sponsored by the National Conference of Social Work and the Louisiana Conference of Social Welfare. The Institute was the third in a series of annual regional workshops which the Conference has undertaken cooperatively with selected State Conferences focused on "common services" in the social welfare field. These regional meetings provide additional services to members of both Conferences and bring national talent to sections of the country not usually served by the Annual Forum. The Associate Groups of the National Conference provided an outstanding array of experts and considerable exhibit material which was enthusiastically received by the more than 200 persons representing lay and professional workers in the field of social work, housing, health and labor.

The theme "Improving your Community and State - Blue Print for Action in Social Welfare" evoked much interest and proved very timely. The pioneers of social work regarded social action as a primary professional obligation, However, in recent years there have been increasing criticisms from both within and outside the profession that social work, as a profession, does not exert the influence on social policy which can reasonably be expected from a profession with its particular professional interests and area of competence. The International Conference of Social Work Commission on "Application of Social Work Skills and Techniques to the Problems of Underdeveloped Areas" during the 1952 Madras meeting concluded that "Social work is designed to make it possible for the individual to achieve his maximum potential through existing institutions or to modify existing institutions to provide a healthier environment, (physical, emotional, social and spiritual) in which the individual may grow and function to the fullest of their individual capacities. " Another restrictive aspect has been the concept of the term social action. The promotion of legislation has often been regarded as typical and sometimes erroneously - as the only form of social action since social advance is frequently achieved through this method. However, the concepts advanced by the leaders in the Institute were broader and more inclusive than the promotion of legislation alone, and they re-affirmed the principle that social work is not merely ameliorative.

While the chief concern of the Institute was on "methods" considerable attention was given to attitudes toward social action and the extent to which a professional person can give leadership to social action projects. There has been a tendency recently for professional persons to shy away from controversy and to leave social action to others. The present climate which has indirectly challenged our traditional freedom of speech and the right to free association has no doubt contributed to this condition. However, the major reasons which contribute to this tendency may be found in our own personal attitudes. We don't want to offend influential persons and groups because of the fear that our programs may not be financed. We have a feeling of futility, "Oh, what's the use" attitude which can prove fatal in a democracy. We possess a feeling of personal and group inferiority which makes us impotent and ineffective. We need reassurance and reducation to overcome these attitudes and the Institute proved to be very effective and helpful.

The methodology used in the Institute was equally as important as the content. The Program Committee under the able chairmanship of Mrs. Jean Benson assumed major responsibility for the structure and program of the Institute. The Institute was organized with five General Sessions and four Work Shops. The General Sessions presented generic and basic principles of methods having application to the problem areas under consideration, The participants worked intensively for 2 and 1/2 days upon the four selected problems. (1) Services to Children; (2) Health Services; (3) Housing; and (4) Services to the Aging. One General Session was used midway to evaluate the skills, knowledge and attitudes gained in the Institute and to enumerate the skills, etc. which the group wanted to receive by the end of the Institute. In this General Session buzz groups composed of 6-10 people were used as a "started" and proved very successful in setting up face to face communication among the over 200 present and of getting the general thinking out, In this way practically every person contributed to the two questions and through their approinted leader reported their thinking and recommendations to the total group. The two large blackboards were completely filled and afforded the panel made up of national resource people, ample data on which to comment.

Exhibit material, movies, slides and recordings were combined with the traditional methods of presenting the "case studies" which introduced the selected projects for the workshop treatment of the problems for social action. It is difficult under ordinary circumstances to secure satisfactory proceedings of a conference such as this one. However, our two editors Ludwig Guckenheimer and Irving Weissman have given up a complete and detailed summary of the content of the Institute which should prove valuable for future reference and as a Blue print for Action in Social Welfare.

Leadership and a positive role for a professional person or group were considered of primary importance in improving the community and state.

The extent of this leadership can probably best be expressed by quoting the Chinese sage, Lao Tse, when centuries ago he expressed it thus:

contreversy and to laws social testion to office. The present alimate which has indisently chebroged out traditional fraction of spaces and the wight to

tree association has an doubt contributed as this condition, slowers, the major reasons which contribute to this tendency, may be found as our own paraonal attitudes. We don't wars to elless inflate stall per some and groups because of the fear that our programs may not be financed. We have, fealing of intility, "Oh, what's the day "attitude which can prove latel to a democracy. We peaced a testing of presents and group interfering which makes on tendencing which makes on tendencing the first tree of resonances and reoducation to evercome these attitudes and the institute preved to be very

"Of a good leader, who talks little,
When his work is done, his aim fulfilled,
They will all say, "We did this ourselves."

oldersblanes vabodism' no any statistic Joe R. Hoffer side on stidy delive of state and bas apply laters in a March 1, 1954; any ty any notice the areas at the contract of a state and a

warde fa not maryly amplification

effective and nelgivit.

#### Wednesday, Nov 4

9:00 A. M. - Registration

10:30 - 12:00 - General Session

Chairman - Miss Elizabeth Wisner, Dean, School of Social Work, Tulane University, New Orleans.

#### Speakers-

- a. Purpose and Plan of Institute

  Joe R. Hoffer, Executive Secretary, N. C. S. W.
- b. Meaning and Nature of Social Action
  Arthur Dunham. Professor of Community Organization,
  School of Social Work, University of Michigan, Ann Arbor.
  What is action for social welfare? Who is responsible
  for it? What demands does this place on leaders in the
  social welfare field? What should be our goals in social
  welfare?
- C. Techniques for Identifying and Selecting Action Targets or
  Goals
  Warren Schmidt, Area Project Coordinator, Education Asse

Warren Schmidt, Area Project Coordinator, Education Association of America

What techniques are most effective for identifying and selecting social targets or goals? How can we best reach group decisions about needed action?

12:15 - 1:45 Luncheon Y. W. C. A.

2:15 - 4:15 Clinic Sessions

#### Clinic A - Services to Children

Chairman - Miss Hilda Simon, Field Representative, Louisiana
Department of Public Welfare, Alexandria, La.
4th Vice-President, Louisiana Conference of Social
Welfare

Project to be presented - Lutcher Day Care Center
Mrs. Ruth W. Gay, Child Care Consultant, Thibodaux
Area Office, Louisiana Department of Social Welfare,
Thibodaux, Louisiana
Mrs. B. D. Winbush, Principal, Cypress Grove High School,
Lutcher, Louisiana

Discussion Leader - Dr. Harrison Dobbs, Professor of Social Welfare, Louisians State University, Baton Rouge, Louisians

Resource Persons Regional - Rev. Frederick Digby, Executive Director,
Associated Catholic Charities, New Orleans
National - Arthur Dunham

Reporter - Mrs. Joseph S. Feuer, New Orleans

Clinic B - Housing

Chairman - Mrs. Agnes Dreher, Field Representative, Louisiana State Department of Public Welfare, Baton Rouge; 1st Vice-President, Louisiana Conference of Social Welfare.

Project to be Presented - Survey of the Negro Community, Shreveport, Louisiana, Mr. Graydon Smart, Editor, Shreveport Magazine, Shreveport.

Discussion Leader - Miss Mary Raymond, Executive Director, New Orleans Council of Social Agencies.

#### Resource Persons -

Social Work University of Michigan, Ann Arbor.

teloog of stang you so bloods in

Coordinator: Education Annac.

Regional - Mrs. Lucie Lade, Assistant Executive Secretary, Council of Social Agencies; Assistant Executive Director, Community Chest, Shreveport. National - Nelson Jackson, Director of Community Services, National Urban League, New York

Wednesday, Nov o

Reporter - Mrs. Miriam V. Smith, Case Worker, Travelers Aid bas galylimshi and avai all Society, New Orleans selecting social targets or coals? How can we heat reach

#### Clinic C - Health and Medical Services A

Discussion Leader - Dr. Harrison Dobbs, Professor of Social

Reporter - Mrs. Joseph S. Fener, New Orleans

Chairman - N. R. Golson, Counselor, Vocational Rehabilitation, State Department of Education, Monroe, Louisiana

Project to be Presented - Millage Tax for the Support of Parish Health Units.

Dr. T. D. Boaz, Jr., Associate Director, Division of Local Health Services, Louisiana State Department of Health, Monroe, Louisiana equations Conference of Social

Dr. C. L. Mengis, Associate Director, Division of Local Health Services, Louisiana State Department of Health, Opelousas, Louisiana magni of Social Wellare. Dr. Guillermo Vasquez, Director, Calcasieu Parish Health Unit, Lake Charles, Louisiana Mr. A. R. Yates, Secretary, Chamber of Commerce, Bogalusa, Louisiana

ansisted annual roDiscussion Leaders - Dr. Waldo Treuting, School of Medicine, Tulane University, New Orleans. Dr. Andrew Hedmeg, Director, Division of Preventive

Medicine, Louisiana State Department of Health, New Orleans Today A Migisary

Resource Persons - MANAGE To shedrald and

Regional - Dr. T.D. Boaz, Jr.
National - Joseph P Anderson, Executive Secretary
American Association of Social Workers

Reporter - Mrs. Azelic Ziegler, Case Supervisor, Orleans
Parish Department of Public Welfare, New Orleans

Clinic D - Services for the Aging

Chairman - Miss Anna Harrison, Chief, Section of Medical Social

Service, Louisiana State Department of Health, New
Orleans

Project to be Presented - The New York State Plan for identing Problems of the Aging

Mrs. Geneva Mathiasen, Executive Secretary, Committee on the Aging, National Welfare Assembly, New York.

Discussion Lander - Paul V. Benner, Assistant Director, Local Welfare Services Louisians Department of Public Welfare, Baton Rouge.

Resource Persons - 1 10m add to to strong

Regional - Mrs. Edith G. Foss, Director of Local Welfare Services, Louisians Department of Public Welfare, Baton Rouge National - Mrs. Geneva Mathiasen

Reporter - Miss Dorothy Spiker, Director, Group Work and Recreation, New Orleans Council of Social Agencies

4:30 - 5:30 - General Session

Chairman - Laurence Williams, Member of Executive Committee,
National Social Welfare Assembly; Member of Board of
Directors of Family Service Association of America;
Member of Board of Directors of United Fund of Greater
New Orleans Area; Member of Board of Directors of New
Orleans Council of Social Agencies, New Orleans, La.

Speakers -

Mrs. Geneva Mathiasen

How can we mobilize community and state resources?

How can we overcome apathy? How can interest be developed by individuals and groups? How can we influence people to change their attitudes and awaken their interests in matters of vital concern in the improvement of our communities and states?

#### b. Methods of Social Action

Mr. Nelson Jackson

What are the distinctive elements which can be identified in the various methods employed in social action? How can these methods be adapted to rural communities or small towns? How can we program social action over a period of time?

Thursday, November 5

9:30 - 10:30 - General Session

Chairman - Leighton Dingley, Chairman Legislative Committee,
Tennessee Conference of Social Work: Executive
Secretary, Council of Community Agencies, Nashville
Tennessee

Speaker -

Social Action and Social Work -

Mr. Joseph P. Anderson
Should social action be considered one of the major processes in social work? Is social action a logical outgrowth of the fundamental belief in the worth and well-being of the individual, and therefore as important as the more direct services to individuals, groups and communities?

10:45 - 12:15 - Clinics

2:15 - 4:15 - Clinics

4:30 - 6:00 - General Session

Chairman - Mrs. Bertha Grant, Vice-President and Program
Chairman, Mississippi State Conference of Social
Work; Executive Director, Mississippi Children's
Code Commission, Jackson, Mississippi

Program - Movies and Recordings - Social Action Projects

New Crings Acres More

Friday, November 6

9:30 - 11:00 - Clinics

11:15 - 12:30 - Final General Session

Chairman - Louis B. Claverie, President, New Orleans Council of Social Agencies.

Program - Panel Discussion
Discussion Leaders and National Resource People

The final General Session will be dovoted to an exchange on the part of the discussion leaders and national resource people. They will emphasize the common elements presented in bearing and and a state of the four clinics as well as the distinctive differences relating to the functional areas, i.e., services to children, etc., on community and Irving Weissman, Professor of Leisvel state in School of Social Work, Opportunity will be provided for the audience to participate.

Recorders -

Mrs. Moise Cahn, President, Louisiana Conince Evelyn Cochran, Assistant Professor of Social Land In some telephone Casework, Tulane University; and and a least Ludwig Guckenheimer, Supervisor of Special Services, Louisiana Department of Public Walfare Miss Sarah Bayle

Mrs. Rosemery Morrissoy Miss Mary Raymond Miles Florence Svin Miss Joyce Joseph, Chairman Registration Committee

John Horwitz, Chairman M. C. S. W., Film Committee Joe R. Holfer, Executive Secretary, N. C. S. W. Helen Harris, Chairman, M. C. S. W., Committee on Secial Action.

ADDITIONAL NATIONAL CONSULTANTS

Warnet Bersenshi United Community Delegas Services

Warren Schmidt Adalt Education Association of America, Chicago

Berinley F. Watterson National C. L.O. Community Services Consmittee, New York

> Proceeding Editors; Irving Weissman Ludwig Guckenheimer

#### INSTITUTE COMMITTEE

and national resource people. They will emphasize the common simplests presented in

Mrs. Jean Benson, Director, Family and Child Welfare Division, Council of Social Agencies, New Orleans, Chairman

Irving Weissman, Professor of Social Research, School of Social Work,
Tulane University, New Orleans, Vice-Chairman

when to children.

Mrs. Moise Cahn, President, Louisiana Conference of Social Welfare

Ludwig Guckenheimer, Secretary of Louisiana Conference of Social Welfare

Mrs. Alida B. Cory
Miss Sarah Davis
Dr. David Fichman
Mr. G. Landry
Mrs. Rosemary Morrissey
Miss Elizabeth Porter
Miss Mary Raymond
Miss Florence Sytz
Miss Joyce Joseph, Chairman Registration Committee

John Horwitz, Chairman N. C. S. W., Film Committee
Joe R. Hoffer, Executive Secretary, N. C. S. W.
Helen Harris, Chairman, N. C. S. W., Committee on Social Action

#### ADDITIONAL NATIONAL CONSULTANTS FOR CLINICS

Margaret Berry
United Community Defense Services
New York

Warren Schmidt
Adult Education Association of America, Chicago

Berkley F. Watterson
National C. I. O. Community Services Committee, New York

Proceeding Editors: Irving Weissman Ludwig Guckenheimer GENERAL SESSIONS PAPERS

SERVE TO A SULPH SUPPLEMENT OF THE PROPERTY OF THE SUPPLEMENT OF T

the state of the s

in the establishment of the modern principle of impection, which when taken over ARALAW LAIDOR NOT NOITOAN of the function of the state is ably default AN DNA DNINAAM STIWHICH was after all inauguarated by the philanthropist."

-50

noits sins of the property of the state of t

"Mohamedai srebsel appeals the sead seamed the sead seamed the seal the fellahous had ever knowf, erallew initiated the sea blood of the sea not interested in catching criferallew is seamed to be doing the people and helping them with whatever task they happened to be doing.

"At first, the fellaheennoitaAtsaralleWelfaresActioneendelelation, the file fine of the fellaheen to take him for granted and no longer tell silent when he joined a

"Action for Social Welfare" is an arresting phrase. It stire the imagination. Probably it suggests as many different ideas and associated as the stire there are persons in this audience. In trying to decide, what the outset of this conference, what we mean by "action for social welfare will think it may be useful if we examine first three exhibits of social count welfare action. The last even applied of the examine first three exhibits of social count welfare action.

days' work to pay them off. The first example was described by Jane Addams in her presidensoy that address at the National Conference of Social Work in 1910, She said: "The Society for Superseding the Work of Climbing Boys! was founded in 1803 by some kind-hearted people whose names have not been pre-They isserved. "(This was an organization to protect chimney sweeps.) "They first offered a prize of two hundred pounds for the best sweeping machine which should obviate the necessity for boys. Secondly they promoted a bill to protect the boys, but although it passed the House of Commons, it was rejected by the Lords possibly not because the Lords were more hard hearted, but because the chimneys in the old mansions and manor belli houses were hopelessly cropked and could not be swept by machinery. Thirdly, they appointed their own private inspectors to watch the conin series valuet of the master sweepers, and maintained these inspectors for seventy years. They also purchased sweeping machines and rented them to small masters for one shilling, sixpence a week. They continually badgered the insurance companies to demand the use of these machines; finally on in 1875 they succeeded in passing a law of regulation and safeguard for to the fields, began collecting the rubbichegetorquelitil ventral ried overyone was pickes to relibie as he walked along and the rubbish heaps grew

lation of inventions which shall relieve the poor from degrading drudgery, cooperation with commercial enterprises, and finally protective legis-lation. But these obscure people whose hearts were wrung over the condition of chimney sweeps did even better than that. They were pioneers

in the establishment of the modern principle of inspection, which when taken over by the government as an extension of the function of the state is ably defended by the economist, but which was after all inauguarated by the philanthropist."

The second instance of action for social welfare comes from a rural village in "a swampland in Egypt." It appears in a bulletin, An approach to Community Development, published by the former Federal Security Agency (1952). In this case we have a professional social worker, skilled in rural community work, in addition to the fellaheen or farmers.

"Mohamed S was different from any other government official the fellaheen had ever known. He didn't collect taxes. He was not interested in catching criminals. He just walked around the village, talking to people and helping them with whatever task they happened to be doing.

"At first, the fellaheen were suspicious, but as time went on, they began to take him for granted and no longer fell silent when he joined a group of them.

"One day, he came upon three fellaheen angrily discussing their school fines. It was bad enough that the children must go to school in another village three miles away, but it was worse that the fathers must pay when the children failed to arrive. The fines were large. It would take three days' work to pay them off.

"Why don"t you build a school here?" asked Mohamed. 'Then you could see that the children arrived.'

"The fellaheen shook their heads. They had thought of that, but every inch of ground was under cultivation and could not be spared.

"Build it over there, ' said Mohamed, pointing to a strip of useless swampland.

"Everyone laughed, but Mohamed persisted. The land could be filled with rubbish and dirt from the streets. Level off the hills and the bumps in the roads and there would be plenty of earth to add to it. The government might loan them a truck.

"The men shook their heads, but they began talking about it and soon everyone in the village was talking. Some old men, no longer able to go to the fields, began collecting the rubbish into heaps. Soon almost everyone was picking up rubbish as he walked along and the rubbish heaps grew bigger and bigger, the streets cleaner and cleaner. The truck came. The swamp disappeared.

"By the time the school was built, the village was almost convinced that the government really had sent Mohamod there for no other reason

than to help them. They talked to him about many other problems.

"Is the rich water of the Nile unhealthy as some have tried to claim?"

"When Mohamed showed them what the water looked like under a microscope, the fellaheen began to talk about a well. But, again, there was the problem of finding land on which to place the central tank, and again, it was the old swampland that held the answer. Deep underground water, entirely suitable for drinking, was found beneath the filled in land."

age to social wellary selfow unless there is a nec

recognition of the problem and a concern to

# The Flint Work Party Balad-llaw and alie ob as gaintemos bal sysula

The third instance occurred in Beecher Township, north of Flint,
Michigan. Early on the morning of Saturday, Auguest 29, hundreds of
cars and people were streaming toward a great tent in an open space. Some
of the men carried kits of tools; almost everyone had a hammer and saw.
Suddenly quiet came over the crowd. An American flag was raised. A
prayer was offered by a Roman Catholic priest. Then the loudspeaker began to operate. "Is there an electrician in the area? Two bricklayers are
needed right away. Please report to the registration desk, " Thus began
what was probably the biggest community "work party" ever held in the
United States.

What was this all about? On June 8 Flint was ravaged by a tornado which left in its wake 116 dead, more than 900 injured, 400 houses demolished and estimated property damage of \$12,000,000.

A Catholic priest, Father Henry W. Berkmeier, pastor -- appropriately of the church of St. Francis of Assisi, conceived the idea that the people of
Flint -- and of other nearby communities if they wished --, should spend
a week end working to rebuild the houses of their neighbors who had suffered
from the tornado. Soon the idea began to catch like wild-fire. A committee
of 14 was formed, and before it had finished, it snowballed to some 1400.
The mayor proclaimed a week-end for "Operation Tornado." The Junior
Chamber of Commerce took over registration. Churches of all denominations
took up the project; construction firms and unions pledged their support,
Restaurants and hotels provided box lunches for the volunteers; arrangements
were made to put up out-of-town volunteers overnight in school buildings.

On the Friday evening before the work party, 3,000 volunteers had registered. But the next morning there were 1,200 more who handn's bothered to register! Some came from as far as Detroit, 59 miles away. One planeload of plumbers even came from Cleveland. Experienced union carpenters guided the work of amateur constructionists -- salesmen, auto workers, teachers, garage mechanics, business men, clerks, executives of industrial corporations, men and women, and even schoolboys participated.

At the end of the two broiling days, 5,500 volunteers had contributed about 80,000 man hours of free labor, estimated at a minimum value of \$160,000 in wages. The deeper values of what had been contributed, no one could assess. Nearly half of the demolished houses - 193 - were

substantially rebuilt, 100 of them from basement to roof.

The results seemed an almost miraculous demonstration of voluntary democratic cooperation. 1

#### What is "Action for Social Welfare?"

These are pictures from life of "action for social welfare." What can we learn from them?

First, that in every case there was a need for a problem. You don't bother to engage in social welfare action unless there is a need. And the need always had something to do with the well-being of people. Second, there was a recognition of the problem and a concern to meet the need. It is Clarence King who remarks that community organization starts when somebody says, "Isn't it awful" Let's do something about it!"

The concern to do something in these instances was usually followed by some sort of taking stock of the situation, by planning, and by action. Moreover, it was cooperative action. A lot of people got into the act. Skilled workers helped -- they frequently did things that only people with special skills and training could have done. But they didn't do it alone. In the main, these were people's movements -- they were actions by citizens to meet needs of the whole community or of certain groups in the community

What then do we mean by "action for social welfare?" We mean, very simply, I think, cooperative action to promote social well-being by meeting health and welfare needs of communities or other geographic areas or of special groups in those areas.

# The Goals of Social Welfare Action

But what do we mean by these words, "social well-being?" This isn't just a sociological concept that we are talking about, for social workers are everlastingly dealing with live people, with the most lively sort of joys, sorrows, loves, fears, hates, hopes, and aspirations.

Well, Porter R. Lee said something about that subject, once upon a time; and the words that I read in a little pamphlet of his, called Treatment, written in 1918, have been useful to me through three and a half decades of social work practice and teaching. Porter Lee said:

"Organized charity, like all forms of social work, should be an effort to help people lead normal lives. We can best understand just what normal life means by analyzing it into its elements. Without attempting a scientific analysis, we may set up as the irreducible minimum of

<sup>1.</sup> New York Times, Auguest 30-31, 1953. Life Magazine, September 14, 1953.

elements in normal life these five: health, education, employment, recreation, and spiritual development. "1

This is still a pretty good statement. If we tried to rewrite it today we might come out with something like this:

Physical and mental health and sound emotional adjustment
A home and the opportunity for creative individual and group relationships
Education
Work and a basis for economic security
Recreation
Spiritual and aesthetic development

Certainly these elements are basic to thinking about the good life for the individual or family; we could not leave out any one of them.

Porter Lee, then, has put us on the track: helping people to lead normal, wholesome, abundant lives is what social work and social welfare action are all about.

Let us examine two other statements that carry forward this line of thought. There have been a lot of attempts at definitions of social work. The one I like best is Arlien Johnson's:

"Whether the emphasis is on individual or group activities, modern social work may be described as a professional service to people for the purpose of assisting them, as individuals or in groups, to attain satisfying relationships and standards of life in accordance with their particular wishes and capacities and in accordance with those of the community."

Arlien Johnson describes social work by telling what social workers are trying to do. Kenneth L. M. Pray goes one step further, and in one of the eloquent passages in social work literature he thus defines the long-range goal of social work:

"Our common objective is nothing less than a society so ordered that every human being within its circle shall have the largest possible opportunity, the greatest possible incentive, to realize his full potential tial self, and so to make his own full unique contribution to the well-being of the whole."

Social welfare action, then, tries to move in the direction of this goal. It tries to promote social well-being, to help people to achieve normal and abundant individual, family and community living; it tries to deal with health and welfare problems; it seeks to meet health and welfare needs.

I. Porter R. Lee - Treatment (N. Y. Russell Sage Foundation, 1918), p. 3

<sup>2.</sup> Arlien Johnson - "Social Work as a Profession," Social Work Year Book, 1943, p. 511.

<sup>3.</sup> Kenneth L. M. Pray, Presidential Address, Pennsylvania Conference on Social Welfare, 1924.

Many of us in social work would probably say that this idea of social welfare action is pretty close to, although not quite as broad as, what we have known as community organization.

Now we have to start with some general ideas of this sort if we are going to be clear as to what we are talking about. But we want to translate ideas into living. The purpose of this conference is severely practical; we want to find out together how we can go out of here, at the end of these three days, and do a better day-by-day job in carrying on social welfare action in our communities and states.

#### Characteristics of Social Welfare Action

ordance with those of the

Let us look, then, at a few guideposts in respect to social welfare action.

First, it is clear that social welfare action may take place on any geographic level; neighborhood, community, county, state, region, nation, or in the international sphere. It may involve governmental or voluntary agencies, or both. Moreover, it may be concerned with the whole area of social welfare or with some specific segment of it. For example, a community is aroused by the need for doing something effective about the problem of juvenile delinquency or acute behavior problems of children; a state looks ahead and tries to plan wisely to meet its mental health needs for the next two or three decades; on the national level, our new Department of Health, Education, and Welfare and the National Social Welfare Assembly are concerned with broad problems and great areas of social welfare; on the international level, the World Health Organization seeks to raise health standards throughout the world.

the individual or family, we could not leave out may one of them.

In the second place, I believe it will be found that, in the main, social welfare action tends to express itself through six main channels:

- 1. Factfinding -- laying a factual basis for sound planning and action.
- Programming -- changing the community or state or national "patterns"
  of social welfare, through initiating, developing, modifying and terminating social welfare programs and services.
- 3. Standards -- establishing, maintaining, and improving standards and helping to increase the effectiveness, efficiency, and economy of operation of social welfare agencies and services.
- 4. Coordination -- improving inter-relationships and promoting better teamwork between organizations, groups, and individuals concerned with social welfare. Here, especially, lies the importance of Wilber Newstetter's idea of "Social inter-group work."
- 5. Education -- developing better public understanding of social welfare needs, resources, objectives, services, methods, and standards.

Kanneth L. M. Pray, Presidential Address, Pennsylvania Conference on Social Walfara, 1934.

committee to work on this with her --

special ad boc conference group to

position, the setting up of a job

5 10.6. Support and participation -- developing adequate public support of and 20 public participation in social welfare activities.

fare action in a large city, summed up its task by saying that it was trying to improve the quantity, quality, and arrangement of social welfare services, and public and private, in the community.

and a in the third place, the more you look at these problems and channels or all of action, the clearer it will become that you deal, over and over, with two factors in each situation; what are the needs and what are the resources to for meeting those needs? Sometimes you have to strengthen existing reasources or use them in new ways; sometimes you have to try to get better a well-baby clinic, a family service society, a social service exchange, a new playground, or something else.

welfare agencies. It may include also other organizations, groups, and individuals (the Kiwanis Glub, for example, and a socially alert superintendent of schools or newspaper editor); staff personnel; physical equipment and materials (a new community center, a swimming pool, playground equipment); laws; funds; leadership; factual materials; and even public understanding, goodwill, and volunteer participation.

In the fourth place, social welfare action taken a great variety of forms.

Perhaps they are limited only by the types of problems and the degree of social invention and resourcefulness that emerges. Let us look at small number of samples of social welfare problems and consider the types of social welfare action that they might evoke. Incidentally, you may not agree at all with my suggestions as to how these various problems might be approached. Perhaps you would go at some of these problems quite differently. That is one of the values of sharing ideas in a conference of this sort. Some of these differences will probably emerge in our discussions in the various "clinics," at this conference.

#### Some Problems in Social Welfare Action

the agency representatives talked this

of Community Chests & Councils of

outstanding lay leaders in the community?

if not, how about a Cooperative Committee

established, could it obtain a statement

#### svitstagas ras a mon Problemit a blue W

- of the increasing number of older people in the community housing, health, recreation, case work
  - 2. A child welfare worker, after her first few months, in a rural parish, tries to decide which community

# Possible Type of Social Welfare Action

businessman, who wender to

education, among the health

school sectal worker or

A survey might be made of the needs of older people in the community and the resources available to meet them. From the survey, the community should determine and move on to appropriate action.

This sounds like a job for group analysis and planning. How about getting the worker's advisory child welfare needs are most

a well-buby clinic, a family service society, a social service exchange, a

- 3. How can we get a qualified school social worker or
- differently. That is one of the values of charing ideas in a conference of
- in our community. The chest executive is a former local businessman, who expects to moldoA sunfetire next year. The chest board is pretty well satisfied about sit with the present situation.

of older people in the community and

the resources available to meet them.

Score the survey, the community 5.0 We need better cooperation and much more joint effort in health education, among the health department, public schools, and private agencies.

author the worker's advisory

committee to work on this with her -barpressing and where to try to was a if there is such a committee. If there begin, working on them. special ad hoc conference group to -lew labon dilw bearesmon naw holdw .l. consider this problem? List the proprivat east it tad anivat vd Nest all on b blem? List the problems and analyse george eralise lace of anome and arrangement of social welfare services, are affected, how urgent is the problem (what would happen if nothing were done elemnals but ameldern swell to sool a about it?), what is already being done, owi dilw . rove has rove .lash you dad or what contribution could the child welfare secures and ber tadw but absent sil sworker and her committee make in re--or unitable selfane the of even por senspect to this problem? In the light of reflect ien of val at evad pay commission all these factors what are the priorities securoses were starte villautes fauta nov and how do we move on the first problem?

This involves the creation of a new position, the setting up of a job laivisiting teacher in our a bloods "see description and job specifications, and b public schools? had been a self of budgeting the position. What public -mixeque trals vilatoes a bas signame bodies or officials are concerned with insarigupe Isslaying democree Mane decilithese decisions - the School Board, baro agyalq loog galaran we a remeSuperintendent of Schools, others? It pilduq gove bus salahistan factori sounds as if a strong citizens committee meliagibles as shad better collect the facts as to why this worker is needed and what similar workers , am not be visited a grant a callet notice and do in other communities, draw up the to same of has smallere to assyl astrongest possible statement of the case Hame to shoul as told and sent the school social worker, get a lo speyt eds vehicuou bus unreleding a substantial number of people informed ton yam soy will such tank and interested, and map out the best sight amoldous spoints easily want of a possible approach to the public officials be approached. Perhap, bernsoned on at some of those problems quite

4. We have a community chest ... Perhaps you need a community welfare but no social planning machinery council or a united chest-council. Have the agency representatives talked this over, among themselves, and with some outstanding lay leaders in the community? Would a field visit from a representative of Community Chests & Councils of America be useful? Who are the most progressive members of the Chest board? What is the best approach to them? health, recreation, case work

> Do you have a health council, or a health division of a community welfare council? If not, how about a Cooperative Committee on Health Education? Who can best take the initiative toward forming such a committee? When the committee gets established, could it obtain a statement

6. We need a long-range comprehensive housing program in our community. How do we get started?

- 7. Important advances in public welfare in a state are stymied by a lack of certain needed legislation -- for an integrated county welfare department, or changes in the structure and function of state public welfare agencies, or statewide civil service, let us say.
- 8. A community welfare study has shown quite unsatisfactory standards among most of the child welfare agencies -largely untrained personnel. intake policies that are either fuzzy or too rigid, poor standands for foster homes, low board rates, and inadequate records. Several of the boards and executives are ready to move and want the help of the council. Two institutions have even mentioned coyly the possibility of a merger. Some agencies will need higher budgets from the Chest if they are to carry out needed improvements.

from each agency about its present program and objectives, then explore the best places for cooperative effort and the best way of planning together to meet the needs and to realize joint objectives?

The only thing that is certain is that you will have to start where you are, and start with people who are concerned about the problem. What are the facts about the needs? What about existing laws? Is there a public housing body? What powers has it? How well does it function? Is there a citizens housing committee or association to work actively toward an adequate housing program?

Probably this means a statewide campaign of education and legislative promotion, under the auspices of the State Conference or a special statewide Citizens Committee. This means careful planning, statewide and local organization, bill-drafting, intensive educational efforts and "legislative strategy" activities.

Here is a wonderful opportunity for skilled consultation and assistance to the agencies from the council, and for progressive leadership on the part of board members and executives. There are basic problems of standards and probably of program modification. The key to basic improvements lies probably in getting qualified personnel in strategic places in the agencies. What advice, help, and suggestions can be obtained from the Child Welfare League of America, the state welfare department, schools of social work, or other possible resources? Should not the Chest Budget Committee consider the Chest's responsibilities and opportunities in relation to this whole problem. -- As to the possible merger . good luck!

Even this brief listing of possible approaches to social welfare problems mentions or implies many of the common methods of social welfare action -- the survey or study; analysis; planning; conference; interviews; meetings; joint fund-raising; joint budgeting; organization; education; consultation; promotion; efforts to secure action by public officials; and the legislative campaign.

#### Steps in Social Welfare Action

It is possible also to suggest a "hypothetical outline" of the steps which probably ought normally to be taken in major projects for promoting social welfare action. This outline is based merely upon general observation and study; it needs to be confirmed or disproved by objective studies of actual projects. Certainly not all these steps would be taken, nor in this order, in many instances. Incidentally, note the parallelism between this outline and certain aspects of the process of social case work.

- 1. The recognition of a problem or need appears to be the first step.
- Some statement or analysis of the problem would normally follow. (a physician or social case worker would call this diagnosis.)
- In some cases, but by no means all, definite factfinding must be undertaken before real progress can be made.
- 4. Planning what to do about the problem is logically the next step. Planning involves the invention or generating of an idea and working out the best way to proceed. Planning has been called "going through a job in imagination, beforehand."
- 5. Frequently the action to be taken will require some kind of official review and approval, such as by a board, committee, public official, etc.
- The next step is normally action (usually cooperative action) in executing the plans and initiating the service or project.
- 7. Along with the planning and action should go adequate recording of what is done.
- As the action proceeds, problems will be encountered, and usually certain adjustments will have to be made in the original plan in order to meet these problems.
- At the end of the project, and at intervals if it is long continued, there
  should be evaluation of what has been accomplished and decision as to
  next steps; if any.

#### Who Are Responsible for Social Welfare Action?

Who are responsible for social welfare action? The answer is easy: all of us! Social workers, members of other professions and vocations, and laymen--all must participate. These are problems of a democratic society, and the responsibility for solving them rests squarely on the citizens of that society. Citizens may and should use the skills of the professionals, but the citizens cannot delegate their ultimate responsibility.

Russell Kurtz has pointed out that activities of this sort are usually carried out by professionals and non-professionals jointly, but "with the non-professionals always having the last word." This is, of course, as it should be, in a democratic society. The laymen determine objectives, programs, policies, and support; and they lend the mass weight of public opinion; they "carry the ball;" they participate in innumerable ways.

The social worker, if he is well equipped in this area, is suppose to be an expert in social welfare action; he is supposed to know certain things and to have certain insights and skills. The social worker is an "enabler" who seeks to enable the lay group to reach its goals. Frequently he is much more -- analyst, catalyst, consultant, creative participant.

Let me add that even if the social worker is not a specialist in social welfare action, yet, as a professional person, he carries a responsibility for furthering and participating in it.

What demands do the necessities of social welfare action place upon leaders in the field of social welfare?

First, concern, sensitivity, determination to do something about the things that need to be done. For the person who has a religious orientation, this means a spiritual motivation; for the humanist it means motivation connected with his belief in human solidarity and brotherhood.

Second: the leader needs a knowledge of objectives and realities in the field of social welfare, and an understanding of the needs and resources of his community or state.

Third, he needs an understanding of and skill in the process of undertaking social welfare action. I assume that we shall be talking about this a good deal in our clinic groups at this conference.

Finally, he needs a basic social philosophy and some guiding principles. Such principles involve value judgements. This is a subject in itself, and we cannot explore it at this time. Let me merely suggest a few such principles, by way of illustration, for your later consideration. If we should take these principles seriously and determine really to apply them, we should find ourselves transforming whole areas of social welfare effort.

#### Some Guiding Principles in Social Welfare Action

- Social welfare agencies and services should be democratic in spirit, organization, and operation.
- 2. So far as possible, every social welfare program should enlist active and vital citizen participation and leadership,
- 3. Voluntary cooperation is the key to effective community organization.
- 4. Social welfare programs should be based upon and responsive to needs Such programs should be initiated, developed, modified, and terminated on the basis of the needs of the recipients or potential recipients of the service and on the basis of the availability or non-availability of other comparable services. When the need for a service is past, the program should be modified or terminated. There is no place for "vested interests" in the field of social welfare.
- The programs, functions, and services of social welfare agencies should be conceived of as dynamic, flexible, and subject to change -- not as static, crystalized, or unchangeable.
- 6. There should be an overall social welfare program for a community and not merely a number of unrelated agencies, services, and programs. Such a program should avoid both "overlapping and overlooking." It should seek to achieve effective, efficient, and economical disposition of social welfare resources, meeting social needs as fully and effectively as possible, and eliminating duplication of programs or services.
- 7. The social welfare services of a community or other area should be distributed among the whole population to their needs. Special care should be taken to see that facilities and services are made available to members of minority racial, nationality, or other groups, and to neighborhoods and communities with special problems, in proportion to their needs.
- Social welfare programs should become increasingly concerned with prevention. "Much for care, more for cure, most for prevention" is a sound principle of social welfare action.

In the last analysis, what we can do in the way of social welfare action will depend upon the quality of our ideals, lives and characters. There is no escape from this fact and there are no short-cuts.

In 1932 the National Conference of Social Work met in Philadelphia. The depression had gripped the country by the throat. At that Conference

Antoinette Cannon gave a paper on The Unknown Future. Twenty-one years have passed; yet we face today, as we shall always face, an unknown future. Let me end with the closing words of Miss Cannon's address. I think this is one of the great and unforgettable passages in the literature of social work, and I know of nothing that may more truly "speak to our condition" if we honestly seek to achieve more effective action for social welfare;

What social workers can do in the Unknown Future will depend upon what they can be. We may gain in wisdom if we can make the most of this opportunity and if we live through it.

I suggest the following items to be included if we get to the point of formulating our outlook upon life:

We are against a static utopia; we are for change.

We see no one cause for our dissatisfaction; we see always multiple causes, without and within us.

We are against a panacea; we are for a plan . . .

We are against romanticism, and we are against materialism in our standards of living. We are for becoming more realistic and more spiritual, because man lives by bread, but not by bread alone.

And, finally, we are not radical, for to be radical is to uproot and our roots are not in any system but in human nature. Neither are we conservative, because to be conservative is to mistake, again, the form for the substance. Rather, let us claim that uniting principle of participation in change which allows us always to start with what is possible and with it to achieve the impossible.

Let us not fear the Unknown Future.

The first the section of a consideration of the section of the sec

Techniques for Identifying and Selecting

Action Targets or Goals

baye an income of less the year, where the gap between the private visit of the private visit

Some second and the second sec

odw - redistrated molton Area Organization and Conference Project
His moltowith fade of box and box an

What techniques are most effective for identifying and selecting several targets or goals?

and of estimitions we prises and to del the thin where the and deducted as the How can we best reach group decisions about needed action?

In order to be practicing what I shall be preaching about goal-setting, let me outline at the very outset the objectives of this particular talk. It seems to me that these next 30 minutes ought to accomplish several things:

- 1. We should become better acquainted with each other so that during these next days together we will make the most use of one another's experiences. To do this, I hope not only to present some of my ideas about problems and techniques for goal-setting, but I should also like to have you jot down the questions or problems you have in this general area, so that I may become better acquainted with your needs and interests. I have also discussed the general topic of goal-setting with three of the members of your group before this meeting began and I have asked them to serve as a "reaction-panel" to raise questions that might help to make this discussion more practical.
  - 2. We should have a clearer picture of the major occupational hazards we face in the field of social action as a general background for our thinking.
- 3. We should see clearly the conditions that will facilitate group goal-
- 4. We should begin to identify some of the methods and techniques that will help to create these conditions.

alloons olds to dear adole machin

With these four objectives in mind, I should like to begin now to develop a background for our thinking together about techniques for identifying social action targets. First, let's look at some of the problems we face because we are interested in social action in the year 1953.

It seems to me that some of our problems stem from the very urgency and importance of the task we have set for ourselves. Tension and pressure are almost inherent in an activity that is urgent and important and it seems to me that one of our first problems as leaders in this field is to remain serene and to maintain our perspective in the face of the great problems around us. This is not easy. A mounting mass of evidence screams in our ears that something must be done and done soon. We live in a world

where over one-half the people are ill, where two-thirds of the people have an income of less than \$100 a year, where the gap between the privileged is increasing, where 65,000 additional human beings populate the world each day. We live in a world where the life expectancy in 20 countries is 30 years. So changes must happen rapidly. We live in a world where the last ten years have brought political independence to 600 million people. The question is not whether there should be social action, but rather - who will determine what social action takes place and in what direction will this action take us.

Those of us in this room have committed our hands to the task of helping to make social action an orderly and constructive process. We have undertaken the extremely difficult job of increasing our sensitivities to the problems and needs of people and at the some time developing procedures which will enable us to deal objectively with those problems. As if this were not enough to complicate our lives, we have come to sense more and more that the ultimate success of any social action program depends as much upon all methods by which it is developed, as well as the soundness of the plan itself. Spelling this out in terms of a single meeting in a single agency this means that in every meeting we will be focussing our attention on two dimensions of goal-setting:

- nov evad or call The difficulty and significance of the goal's arrived at and sad on a series and sad on a series of the goal's arrived at and sad on a series of the goal's arrived at and
- 2. The manner in which this particular group of human beings arrived at those goals the extent of their involvement and commitment and always these two must be kept in balance.

Most of us have little patience with the "do-gooders" who intrude on the lives of people dispite whatever wisdom their plans may have. On the other hand, none of us would say, I am sure, that any plan developed by enthusiastic people through democratic processes is necessarily the wisest of all possible plans.

Let's look for a moment at who we are. It is my understanding that we are people who work with groups that set social action goals. Sometimes we are designated leaders of these groups, sometimes we are staff people who serve as resources and consultants to groups making decisions on action goals. Sometimes we function as members of such groups, Regardless of the particular role we plan in the various agencies and groups we belong to, permit me to suggest several conditions that will help a group to define its targets for social action. These conditions are:

# Young an wreak A common understanding of the task for this meeting

I am sure that your experience in dealing with groups of people has shown that at the outset of many meetings, almost everyone in the room has a slightly different idea of the purpose of that meeting. Unless the purpose is made crystal clear, you can expect that there will be an undercurrent of confusion and anxiety throughout the meeting. One of the

responsibilities of a planning committee is to think through the hoped-for outcomes of a meeting and to present these so clearly to the group that some of this initial confusion will be eliminated. A group must be clear not only on the hoped-for outcomes, but also on the boundaries within which it has freedom to act. If we were a Louisiana group meeting on the housing problem, we would get off to a comfortable and fast start if, right at the outset, our chairman could define our task so clearly that everyone of us would understand that "by five o'clock this afternoon, we would have developed a series of recommendations to submit to the State Legislature,"

# A all 12. A plan for doing the job

In addition to setting the goals for the meeting, a planning committee should have thought through procedures by which the group can arrive at its goal.

#### 3. A permissive climate

Following such a

I need not tell social workers the importance of a permissive climate a climate in which each individual feels that he will be listened to and respected. Such a climate makes each individual feel more comfortable in
saying exactly what is on his mind. Such a climate does not necessarily
mean that every person is called upon to give his ideas - for permissiveness
gives one the right to be quiet, as well as to speak.

Hommon a rest you of wolf.

# 4. Adequate information to make decisions

Since decisions are usually wiser if they are based on adequate information, one of the responsibilities of any planning committee is to ask itself "what information does this group need before it can actually make intelligent decisions about this problem"? In some instances, the necessary information is so complicated or so bulky that it should be placed in the hands of the participants well in advance of the meeting to permit advance study.

# ted W" and. Adequate time for diagnosing the problem rade of W want

members to develop a plan of action before identifying basic causes of the problem. As a result, some groups are constantly improving ways of meeting symptomatic emergencies, rather than taking the necessary time to find out the cause behind the symptoms.

# mol off or set of the discussion in relation to the group objectives of severy if a way and a set of the discussion in relation to the group objectives of severy if a way and a set of the severy if a way and a set of the severy if a way and the set of the severy if a way and the set of the severy if a way and the sev

Ment they are then I ee to conceptrate on the job itself.

As you well know, one of the most common problems in groups is "to get off the track." The persons responsible for planning a meeting ought to be aware of this possibility and develop procedures for helping the group to continually focus its attention on the job they have set for themselves.

#### 7. Reality-testing and evaluation of plans

A final condition necessary for realistic goal setting is to spell out clearly as possible what the group is committing itself to, the cost of this effort, and what situational changes are to be brought about through the plan of action. It is not unusual for a group which has failed to do this to leave a meeting with only vague ideas at to what should happen next. If a meeting is well planned, the participants should leave with a clear and common understanding about who is going to do what next and why.

These are some of the major conditions which ought to prevail in a group that is developing targets for social action,

Now let's look at the techniques or methods which can help to create these conditions.

#### 1. How do you get a common understanding of the task?

One of the most obvious things to do, of course, is to have the chairman or some other person present a very clear statement of the objectives of this particular meeting. This statement should include answers to questions like these: Who is this group? How did we happen to come together? What do we hope to accomplish in this meeting? What is expected of each one of us in this room? Spelling out the objectives on a blackboard usually helps to underscore and further clarify the objectives. Following such a statement by the chairman, it is often useful to provide a brief period for group reaction, so that any questions or misconceptions can be clarified at the outset. One particular kind of clarification that needs to be made is the difference between goal-setting and program planning. Since it is easier for most people to think in terms of programs than in terms of goals. the planning committee has an important task of boundary-setting. I might say, incidentally, that this practice of developing a program before spelling out the goals of the program is one of the most common errors made by groups. For example, a committee planning a conference frequently begins by asking itself questions like: "What should be the theme of this conference?" Who shall we get as speakers?, before asking themselves "What do we hope this conference will achieve?" It should always be remembered that a program is a means of achieving something. It is not an end in itself.

# 2. How do you develop a plan for a meeting? or a saldorq

As stated before, this ideally is the responsibility of a planning committee or a steering committee. If such a committee can come to the group and say, "Here is the job we are to do this afternoon, and here are the four steps we will take in doing this job, " - it gives the group a feeling of security and they are then free to concentrate on the job itself.

members to develop a plan of action before identifying basic cause

# 3. How do you create a permissive climate?

Many little things contribute to the creation of such a climate. The physical placing of chairs certainly makes a difference. Ideally, people

should be sitting in a way that enables them to see one another easily. This means an arrangement as close to a circle as possible. Whereas an auditorium arrangement focusses everyone's attention on the front of the room, a good discussion arrangement does not spotlight any particular section of the room. One thing to check is the pattern of communication in a group. Does all of the discussion channel through the discussion leader, or do people talk with each other without the leader's participating all the time? This gives a clue to the degree of permissiveness in the group.

Some other little things help to facilitate easy communication, too. If a group is small enough to meet around the table, name cards in front of each person make it easier for participants to address one another directly. Anything that helps to reduce status differences also increases the permissive feeling. More and more groups are using the "buzz group" technique for making people more comfortable in contributing their ideas. The man who is reluctant to stand up in a group of 200 people to express his point of view will often express his ideas in a small group of five or six. Perhaps, if he finds his contributions are acceptable to that small group, he will feel more secure in presenting them to the total group.

Another device some groups use is a "free-wheeling" period. This is a period of ten or fifteen minutes during which all kinds of suggestions on a given topic are written down on the blackboard without any kind of group evaluation. The purpose is to make it comfortable for people to express some radical ideas which might hesitate to express if they were going to be argued with right on the spot. Following such a "free-wheeling" period which gets all kinds of ideas out into the open, a group can then go back over the total list and assign priorities or select those which seem to be most useful.

4. How can you help a group to use adequate information in making its decisions?

Assuming that the information is available, it is important for the discussion leaders to clearly identify the resources and explain how they will be used. This goes for both printed and human resources. In the case of resources people, the leader will want to do some preliminary thinking with such individuals in advance of the meeting. Both leader and resource person should have a clear understanding of one another's roles in the meeting, so that they can function as a team. This means that they will have grappled with such questions as whether the resource person is to speak only when called upon or should feel free to speak any time. They will also want to think through whether an opening statement by the resource person is desirable, etc. We have all been in meeting when resource people were not made use of because of inadequate briefing and planning. At one

sure that I get the record straight, let me check this statement to see whether it reflects what we are agreeing to, "- or he might say, "I thought

time or another all of us in this room have served as resource people in a group and I am sure that there have been times where we have been quite uncertain about the role we were to play in a group. Failure to plan how to use resource people or documents can have the net result of depriving the group of information it needs to make sensible decisions.

5. How do you make sure that a group spends adequate time in diagnosing problems before developing plans?

Since action-minded groups so easily short-cut the diagnostic process, it is often useful to assign a probing role to some individual member. This should be a person who is respected by the group, since the probing process is frequently perceived as very frustrating. The person who plays this role will want to keep asking the group questions like these:

What lasting changes do we hope to make in our community (within the general area being discussed)?

What are the major obstacles that have prevented us from bringing about these changes?

How are we proposing to deal with these obstacles?

How much time, energy and money are we prepared to commit to this task?

The chairman is also in a good position to develop group sensitivity to the need for diagnosis before action. At the outset of the meetings, for example, he can say something like this: "Before we actually get down to the business of developing plans to solve the problem, let's make sure that we spend enough time becoming clear ourselves on what the real problem is." If this kind of a statement is then followed up by actually blocking out a period of time for exploring the problem, rather than solving it, the group will find itself able to develop more thoughtful and soundly-based plans.

# 6. How do you keep a group "on the track?"

Here again, assigning a particular role of clarifier to some individual, a group leader can get significant support for his efforts to keep moving toward the goals. The recorder is a logical person to play such a role. But before he can do it, both he and the group have to be prepared for this role. The group leader can do this by a statement such as the following: "Since Mr. Jones, our recorder, has the responsibility of reporting the results of this meeting. I have asked him to interrupt us whenever we seem to be wandering off the subject or not expressing ourselves clearly. So, Mr. Jones, you make sure that we are talking clearly and to the point and if we are not doing so, you let us know," This kind of an introduction then makes it possible for Mr. Jones to ask the group questions like "To make sure that I get the record straight, let me check this statement to see whether it reflects what we are agreeing to."- or he might say, "I thought

we started out talking about housing, and now we seem to be talking about juvenile delinquency. Is this what we should be doing in the light of what we set out to accomplish this afternoon?"

7. How do you make sure that a group tests its plans and procedures for evaluating them?

Of course, one way of making sure that this is done is to list this as an agenda item and to provide time for doing it. Perhaps the sensitivity of the chairman and planning committee to the importance of this job is the best insurance that it will be done. Either the chairman or the recorder is in a good position to help a group pin down the cost and consequence of any plan. They can do it within a framework of clarification by saying something like this: 'Let me just check to see how this plan will work. We are saying that if we take this particular action, we predict that it will bring about some of the objectives we originally set for ourselves. We also understand that when we commit ourselves to this plan, we are each committing two days of volunteer time, etc. Is this our common understanding?"

In addition to clarifying the cost of any activity, the group will want to build in some method of evaluating whether the proposed action actually accomplishes any or all of the objectives. It is important to emphasize that plans for evaluation should be made at the same time that plans for action are made. To postpone evaluation until the action is all over not only prevents the collection of early data, but also can easily make evaluation a real threat to those who have carried out the action. It is natural for those who have been involved in some activity to be defensive of what they have done and to resist critical evaluation of their efforts. However, if they have had a share in shaping the evaluation plans before they ever became involved in the action, they can view the evaluation effort more objectively. Evaluation procedures, it should be noted, are one of the best means of keeping a group activity moving toward a target. It is analogous to a guided missile which sends out a continuous stream of impulses toward its target and as these impulses rebound, is able to adjust its own mechanism so that it continues to move directly toward the target.

These, then are some methods and procedures for helping to create conditions favorable to group goal-setting. During these days together, I hope we will have a chance to explore them more fully and in more specific terms.

we started out talking about noteing, and now we seem to be talking about yweedle deliremency. In this other we enough be doing in the light of what we get out to accomplish this afternoon?

# 7. How do you make oure that a group tests its slam and procedures for evaluating them?

Of course, one way of making ours that this is done in to let this to an aganda item and to provide time for doing it. For hape the security of the chairman and planning committee to the importance of this job in the best insurance that is will be done. Hither the chairman or the recorder is in a good position to being a group pin down the rost and come queens of any plan. They can do it estima a framework of deriffication by saying sumething like this that the part coach to see how this plan will work will being short some of the this particular across unspredict that it will being short some of the objection we originally entire our salves. We also understand that when we commit ourselves to this plan, we are neath committing two days of volunteer than, out. In this plan, common understanding?"

In addition to distribute the cost of any activity, the group will want accomplished any or all of the objectives. It is important to ampushed that plane for evaluation should be made at the same time that plane for evaluation should be made at the same time that plane for section are made. To postpone evaluation call the action is all over not only prevents the collection of sarly data, our also who is all over not ation a real interest to more who have carried out the action. It is active that those who have the read out the action. It is active they have done and to remain critical evaluation of their allowing they have done and a start in shaping the sociation of their allowing horizonts in they have those their allowing they have the interest on the occurred the sevaluation plane before their evaluation of sections of their objectively. Evaluation procedures it should no noted and can be be means of sections a proop actively moving toward a range. It is a start on the action which allowed in a start of the start at the plane to adjust the sentence of the transport of the start of the start of the continues to move directly roughly the start of a start of a continues to move the content are start as an action mechanism as a that to adjust the sentence to manage and as the start of adjust the sentence of the continues to note the start of adjust the sentence.

There, then are some methods and procedures its sulping to create conditions favorable to group coal-acting. During these days cognition I hope we will have a chance to explore them more fully and in more specific tarms.

The latest and the la

by Mrs. Geneva Mathiasen, Executive Secretary, National Committee on Aging National Welfare Assembly

How can we mobilize community and state resources?

How can we overcome apathy?

How can interest be developed by individuals and groups?

How can we influence people to change their attitudes and awaken their interest in matters of vital concern in the improvements of our communities and states?

In opening this part of the discussion I ascume that in the morning session we have, through group discussion, agreed upon a goal. In this session we are going to talk about carrying the project through to completion and my part is to talk about how we get started. As you will see by the program, four questions have been outlined. If anybody knew good answers to those four questions, social action wouldn't be a problem of such proportions as to require a whole conference to discuss it.

#### HOW TO MOBILIZE COMMUNITY AND STATE RESOURCES

# I. On the basis of the project decide who should be mobilized.

There are very few projects which demand or can secure complete mobilization. In organizing youth centers during the war, I remember we listed organizations and/or individuals whose support was essential and others were on a supplementary desirable list. Without the backing of the school superintendent or high school principal, the pastors of the churches, some organized parents group, the youth serving organizations, and in some cases the juvenile court -- the prospects for success were dim. Other groups might be important -- trade unions if a certain type of work were necessary, the Elks Club if they happened to have a useful hall etc.

There may also be a time element in involvement. In establishing a clinic for retarded children in New Jersey, a group of parents felt that they must first work out a plan by themselves. Later they involved doctors, psychiatrists, educators, and social workers. It was a long time before they felt strong enough to go before the total community.

In one Ohio city a group of personnel directors met regularly under the aegis of the Welfare Federation for over a year before they felt ready to present to the community the employment problems of older people.

In considering the questions of compulsory retirement, the National Committee on Aging selected representatives of business and industry,

labor unions, the Department of Labor, and other governmental agencies, industrial relations departments of universities, the medical profession, including industrial physicians, and industrial psychologists. Other groups, such as fraternal bodies, and the clergy, and medical social workers and teachers were not included in the initial stages, though their participation and influence were immediately sought in a project to improve standards in institutions.

In a project in a western city involving getting out the vote, someone had the imagination to enlist the interest of the taxi drivers who became a primary factor in the success of the venture.

### II. Choose leadership with care.

In this kind of group it would be a waste of time to labor this point. We might keep in mind however, the wisdom of seeking out and developing new potential leadership rather than imposing too heavily on a few who carry more than their share of community responsibility. Interest, enthusiasm, and time to give may in the end be more valuable assets than a name already known.

It may be important to establish at the outset whether committee members represent an organization or act as individuals chosen because they represent particular interests or areas of competence.

III. Give careful consideration to possible opposition to the project, and calculate carefully the risks of antagonism of individuals and/or groups.

Sound plans can afford to present or have presented arguments on the other side. At our conference on retirement we felt it was essential to include those who were in favor of compulsory retirement. One of those said afterward, while reconfirming his belief in compulsory retirement as a tool in industrial relations, "perhaps we should try to determine industry by industry or even job by job, what that age should be -- whether 60, 65, 70 or 75." We thought that represented progress.

IV. Remember that people like to be asked to take part in worthwhile ventures, and that there are few human experiences so gratifying as working with others for a common cause.

The most dramatic example of this I have experienced was in England immediately after the war. I was frequently invited to meet with community civilian defense units who were trying to carry their organizations over into peace time. On nearly every occasion they would reminisce about their experiences and often someone would suddenly remark, "This must sound to you as if we enjoyed the war." And one man somewhat sadly said, "It was worth the war, the working together." Every unit I visited was trying to find a peace time substitute for civil defense.

Committed on Aging selected representatives of business and industry.

V. Form a firm alliance with representatives of public relations media, and respect the technical skills of the public relations profession.

Among the expressions heard so often among social workers as to become almost platitudinous is that "we are so poor at public relations".

For a profession whose success depends so largely on public interpretation, I have always found this admission of incompetence difficult to understand.

Some social agencies recognize the wisdom of making some investment in professional help in this field. Even if employed only on special occasions, a public relations technician can help a staff to carry on the rest of the time. And if there is no money in an agency budget to employ such a person, many of the techniques can be studied and applied. The art of simple direct statement in non-technical terms is not to be despised by any profession. This is not to deny the usefulness and often the necessity of special professional vocabulary, but all such words and expressions are confusing and hense irritating to lay readers or audience. In a good many communities, newspaper editors and writers as well as radio and television staff serve regularly on committees involving social action. They are thus in a position to interpret the plan to the public with complete knowledge of the aims desired. By whatever means it is important to make sure that the local newspaper, radio and television personnel are fully informed about the social welfare goals in the community and understand the functions and program of social agencies.

#### HOW TO OVERCOME APATHY

I. Since apathy would appear to imply a lack of emotional interest, it can best be overcome, if at all, by an appeal on the emotional level. In analyzing the motivating force in the 25 case histories in the radio series, "The Feople Act" it was evident that in many instances an unsatisfactory situation was allowed to continue until some incident touched off a mass emotional reaction, -- fear, anger, pride, sense of justice, outrage.

For example, a town did not act to provide recreation for its young people though there was ample evidence of the need. Finally a high school student wrote a letter to the governor which eventually found its way into the local paper. Their pride injured over an appeal to the governor which seemed to intimate that the town couldn't take care of its own problems, the citizens at last formed a committee to investigate the possibility of a youth center. Similarly a town was indifferent to the needs of the men in a nearby air base until it was labelled in an article in a national magazine as one of the worst communities in its relationship with Army personnel.

Another town for years paid no attention to the efforts of a juvenile court judge to secure help for youthful offenders. Then a young man was brutally murdered in a cell block in jail where by law he should not have been confined. Public indignation reached a high emotional pitch, the National Probation Association was asked to make a study with recommendations, and the necessary funds voted to put the recommended program into action.

II. The dramatic incident may be used effectively but with restraint when necessary. In one town eight killings failed to rouse a town to change its gangster-ridden government. Then a popular school teacher was killed on her own doorstep and nobody felt safe. A group of women organized for action and by keeping the incident alive during a grueling election campaign the town succeeded in getting a new government.

The use of the dramatic incident wisely without allowing excited mass demonstration to get out of control, however, requires skill and wisdom.

Often a dramatic incident may be purposely created to stimulate action. In a western state a "farm of maximum effectiveness was created from the desert in a day, raising the value of the property from zero to approximately \$50,000 in a single day. Irrigation ditches were dug, brush cleared, land plowed, fertilized and planted, a six-room house built, trees and shrubs set out, 1500 workers cooperated with 411 pieces of equipment. This was dramatic enough to rouse a whole country to reclaim the land and make a new way of life, where illustrated lectures, exhortation, and appeals to reason had failed.

## HOW CAN INTEREST BE DEVELOPED IN INDIVIDUALS AND GROUPS

This can best be accomplished, it seems to me, by developing a program of action in which individuals and groups have something specific to do to contribute to the common goal.

As an example of this I should like to describe in some detail a program of action at present under way in the state of Kentucky.

This bold venture is designed to raise the state from 47th place in the nation to first place in providing free library service in a single year. Some leaders in the state were shocked into action when 33% of Kentucky's young men called to Service last year had to be rejected as functionally illiterate. The plan calls for 100 book mobiles to bring books to all Kentuckians. A descriptive folder points out that Georgia has 40 bookmobiles; Missouri, 50; and North Carolina, 89. The initial cost of \$300,000 plus \$200,000 a year state appropriation for books and professional supervision the plan divides the job into categories, defines function of citizens, corporations, local communities, and the state government, and suggests definite ways whereby every citizen can make a contribution. A corporation or individual may give a bookmobile with an appropriate inscription; a club can buy a wheel for \$30, a child can buy a bolt for eleven cents. On a certain Saturday morning every theater in the state will have a special motion picture show for children, admission two books. A citizens march for books is being held during American Book Week in Louisville and other

communities. Any family with books to contribute leaves his porch light on, the teamsters union will transport the books to the fair ground where volunteer librarians and trained volunteer assistants will sort and catalogue them. Every person in the state will receive an attractive folder giving full information in simple terms. Attached is an addressed envelope with a form listing seven things each person may do in addition to giving money. All he needs to do is check the card, sign and post the envelope. The folder says, "If successful, it would be one of the greatest adventures in social progress of our time." The chairman of the campaign finance committee, a department store executive, described the plan at the Herald Tribune Forum in New York last month. I think nobody in the audience had a doubt of its success. "worked" her own gold mine during the summer"

Dage

The same principle of interesting people on the basis of their doing something is equally true of any project regardless of its scope. If a person votes, gives a dime or a dollar, makes a telephone call, writes a letter to a friend, or a congressman, rings a door bell, addresses cards, wraps packages, makes a speech, drives a car, serves coffee, attends a meeting -- the project is his. Typicale and sents and the people were effectively dramatized ms program, growing out of a

At the moment the National Committee on the Aging is having a very sobering experience with the Advertising Council. This is the medium through which the advertising profession makes its contribution to good causes. It has been suggested that their services be used to alert the country to the needs of older people. The council is willing to give the idea consideration if we can reduce it to advertising technique. This means addressing the individual directly and suggesting that he do something. What definitely do we want individuals to do about old age, their own or someone else's. "If you only wanted to raise money, " say the advertising experts, "it would be so simple, " salved no noso igos la attack was made on the number

# HOW DO YOU INFLUENCE PEOPLE TO CHANGE ATTITUDES?

I must say I consider that an unfair question, as one of four in a halfhour talk. This is not to imply that I could provide a satisfactory answer, given more time. It is a subject which receives the constant attention of research psychologists and requires more of both wisdom and knowledge, as well as time than I possess. Goodwin Watson suggests in his book on racial tension that we must try to understand the psychic need which particular attitudes fill. What does the person lose if he gives up a prejudice? He points out also that not many individuals or organizations know the techniques of work with "sub cultures" (characterized by ignorance and narrowness of experience and outlook) where prejudice is intense.

Without therefore assuming to answer the question, I shall comment on some attempts to influence attitudes in the field with which I am presently concerned, attempts to change some of the sterotypes about older

avery manifestation of vostiful lawledsman, underrained our influence in

people. The only effective method I know about is demonstration that an attitude is false, -- and that doesn't always work. Exhortation I believe has little effect.

A radio program in the Northwest was designed to combat the idea that old people can't work. It is entitled "Shooting for a Hundred." The main feature of every program was an interview with an elderly person who was at the time actually carrying on a responsible job. One of these was the vice president of a local bank who had taken on the job after being retired as a newspaper editor. Another was a woman employed as a model in a department store -- demonstrating that neither personal charm nor attractive appearance is the sole prerogative of the young. Still another "worked" her own gold mine during the summer months. A second part of the program was an interview with an older man or woman seeking work. The candidate was allowed to set forth his experience and qualifications and to explain the kind of job he felt he could do. Often his "references" were on hand to speak on his behalf. Not one of the persons seeking work through the program failed to get a job during the ensuing week. At the same time the employment needs and contributions of older people were effectively dramatized. This program, growing out of a community institute on the needs of older people, was sponsored at the outset as a public service. It continued for nearly two years on the basis of its popularity rating, against all theories about what makes for popularity in radio.

Another device in common use and sometimes effective is the oblique approach. A council of social agencies in a western city was concerned with suspicion, antagonism in a section of town containing separate nationality and racial groups—Chinese, Japanese, Philipino, Negro, white. Instead of a frontal approach on trying to correct mistaken attitudes, a frontal attack was made on the number one health problem of the community, tuberculosis, In organizing a plan for mass X-ray, followed by a clean—up campaign and a well-baby clinic, the groups mingled in a natural way, rid themselves of some erroneous ideas, and gradually became an integrated community.

given more time. It is a subject which received At best, changing attitudes is a slow process, and we are not sure of the amount of time we have. And in closing I would like to say a few words outside of my assignment about the need for social action and the place of the individual social worker. Our country, unprotected by any kind of "curtain", lives today in the full light of world public opinion, under the glare of searchlights whose long piercing fingers seek out every nook and cranny for evidence of social ills which may be made the subject of powerful propaganda. More serious than their use for propagandistic purposes, which are now well recognized and evaluated accordingly, are the honest who have not yet decided under what kind of social and political system they wish to live if permitted to choose freely. Every report of racial discrimination, every eviction or photograph of sub-standard housing, every manifestation of youthful lawlessness, undermines our influence in world affairs and makes more difficult the task of our representatives in embassies and consulates.

Brock Chisholm, former director of the World Health Organization has I think admirably stated the responsibility of the individual: "Whoever is reasonably informed on any aspect of human emotional, mental, or social development, whoever can do something to clarify thinking even a little and very locally, whoever can remove a prejudice, soften a hate, increase the total of understanding and tolerance in the world by that knowledge, training, insight, and ability is made responsible to do what he can in all possible places. Whoever can get at people in homes or schools, P. T. A., clubs, youth groups, by talking or writing, through any channels of communication, is obligated by his ability to serve the human race where he can to the limit of his equipment."

part of the property bearing some a popular process of community of

One becomes the self-entropy of an extend on the self-entropy and the

services. Plant can be extel from constraint of extends billion from the

METHOD IN AUGUST

Beeck Chiefs in the director director in the Wester Creates for the pastentian has I wish admirably angled in transport in the individual; "Whosever is reaccounty informed on the pastent of that are uncoided. I whosever described on the pastential in the pastential in the collaboration absolute the substitution of the pastential and the pastential of the interval of the substitution of the pastential in the collaboration of the pastential in the collaboration of the pastential in the case of the collaboration of the pastential in the case of the case o

### METHODS OF SOCIAL ACTION

by

### Nelson C. Jackson, Director Community Services National Urban League

What are the distinctive elements which can be identified in the various methods employed in rural action?

How can these methods be adapted to rural communities or small towns?

How can we program social action over a period of time?

### Introduction

At the outset, it is incumbent upon the writer to suggest that social action is a part of the field of community organization and, for the most part, falls in the framework of the community organization process. With that in mind, there are 5 distinctive elements in social action which are used. First, basic to social action is an alertness in a setting for problems which need the attention of a community's leadership. There may not be a knowledge of the extent of the extent of the problem, but there must be some knowledge that something is wrong. There may be an organized planning body in the community to which representative citizens belong which has as its basic function the business of keeping a community informed about conditions which may generally affect the common welfare. There may be organizations which are civic in nature which have a responsibility to see that their community is the best place in which to live. There may be a socially-minded individual, who, filled with civic pride for community betterment, believes that something should be done. In substance, there is an awareness of conditions which need attention. A part of this awareness depends upon a certain amount of community education regarding basic standards which should be maintained such as standards for housing, hospital and health services; family and child care; protective services; zoning; and many of the other things which should be available to keep a community on an even keel.

The second important element in social action is research or factfinding. The kind of research which is necessary to social action is the
securing of facts as a basis for movement. This research is not the type
which is carefully prepared and then laid upon a shelf to gather dust. In
fact, it may not even be as formal as some research studies happen to be.
One important piece of research is carried on which merely lists the number of persons receiving agency services as of a particular period or date.
These facts are used as a basis for continuing, expanding, or decreasing
services. Facts can be noted from caseloads of workers based upon the
number of problems which are presented which need some specific kind
of attention.

METHODS OF SOCIAL ACTION

There are several methods, too, of getting facts. Research can be carried on by the outside expert, by a team of experts, by the self-survey method, or a combination of any of these, just to mention a few. Of importance, however, in this process, is the establishment of a committee of local citizens who work along with the research person or staff, whose important function is the third basic element in social action; that of enlisting public support.

One of the greatest hazards in research for social action is the failure to have a good committee which smooths some of the rough spots, pours oil on the troubled waters, and prepares the way for community understanding, because no community accepts cold factsfor changing conditions. The extent to which interpretation is accepted by a community is in direct proportion to the possibilities for success in developing a program for action. This committee has the responsibility, also, of pointing out what end results will obtain if nothing is done about the facts which are gathered.

part, falls in the framework of the conjuguity organization are The fourth element in methods of social action is offering a plan of do a solution to groups or official bodies which have responsibility for doing yam something about the passage of legislation in a state, then a long drawnout process has to be developed. This includes the drafting of a bill, the introduction in the Legislature by the proper member of the Legislature, the trading which goes on, the amendments appended to the bill, its final steering through both houses, and final passage. A comparable pattern obtains in other political sub-divisions. At each step along the way, there are possibilities of compromise, and those interested in social action have to decide whether half a loaf is better than none, and if the and acceptance of half a loaf is the first step to the securing of the whole loaf. If the goal is the full loaf there is nothing to fear. Developments in this country which have occurred with the passage of Federal social security legislation are indications that full social security legislation was not possible in 1935 and bloods dolde abrahasta bleed anibrager noites

The President's Committee on Economic Security which reported in 1934, presented far-reaching recommendations. The Social Security Act which passed in 1935 was a very short and incomplete document, but in 1939 and succeeding years amendments were made to the Social Security Law and the nation is beginning to get a basis for social security which is approaching the whole loaf, while the initial law may be considered half a loaf. It is necessary to keep in mind that time is a very important factor; and on that much of the social legislation and social action desired cannot come as one fell swoop, we are hely as a decrease the coals in account and

In the type of social action which does not depend upon passage of legislation, but is concerned with the establishment of agencies and propagams, per se, under voluntary auspices, there are some parallel steps which can be noted. Briefly, they relate to the securing of a sponsoring group strong enough to carry weight in the community, the interpreting of

the program to the community, the acceptance of the agency by a central financing body such as a Community Chest, and the continuous sponsoring by a board of directors with prestige sufficiently great to see that the agency or the program continues.

The fifth step in social action which might be considered from the legislative point of view is enforcement, and from the point of view of the voluntary agency or program is the implementation of a plan. In both instances, while the goals are the same, methods differ. Many laws establishing agencies or programs, for example, have been passed and are begun without appropriation bills or insufficient funds to see that there is enforcement or initiation of service. Similarly, in the voluntary agency setting, a program can be established in a community, but has a budget so small and the controls over the operation so great that the agency is ineffective. There will never be the implementation of a plan for community development around the program of such agencies until there is a tightening up of procedures in many of the previously-mentioned techniques. Of greatest significance, then, is the understanding of the agency's program, the type of support which the agency has on its board, its executive leadership, and the acceptance of the program by larger and larger numbers of citizens in a community.

While the afore-mentioned presentation seems to discuss the methods of social action from the point of view of a local situation, it is not intended to imply that social action is limited to any one geographic area. Social action is carried on in countries, counties, states, nations, and in the world.

# Adapting Methods to Rural Communities or Small Towns

The kind of America we will live in tomorrow depends upon the effectiveness with which social and economic needs of smaller communities are
met - the effectiveness with which we apply methods of social action to the
places where a sizeable segment of American citizens live. Metropolitan
Life Insurance Company reported recently that 41 per cent of the people in
the United States live in communities or areas with a population of 2500 or
less.

These small communities in outlying areas have urgent needs for social welfare services which are met only in part by the present programs and coverage of public welfare and by the present limited service and coverage on the part of voluntary agencies. Attempts to close gaps in community needs have been made in communities which are affected in some significant way by the defense mobilization, especially with small communities, by United Community Defense Services. This new method of social action combines the skilled know-how of 15 national agencies to assist in the development of essential health and welfare services to people in communities which are unable to cope adequately with defense created needs.

A recent United Community Defense Services report indicates that as of January 1, 1953, The Director of Defense Mobilization certified 231 critical defense housing areas. Ninety-four per cent of the 750 separate communities and towns identified in the 231 areas had, according to the 1950 Census, under 50,000 population. Eighty-six per cent had population under 25,000. Over twenty million persons lived in these areas.

In 1952, of 385 communities observed, 112 had serious problems stemming from the defense impact because of lack of experience, background, and organization. These were the communities usually under 25, 000 population with little experience in working with organized social, health, and recreation agencies. A large number of these communities are in the South. United Community Defense Services has had some good fortune in helping several of the under-developed or critical areas arrive at a basis for meeting some of their own problems. For example, the Savannah River Area is fairly well known as a rural section of South Carolina and Georgia which overnight blossomed into a seething mass of humanity concerned with building the hydrogen bomb plant, Every conceivable type of problem became present and noticeable in the area. Practically all of the UCDS agencies gave some service to these communities and rather worthwhile gains were made in providing recreation services by YWCA, National Catholic Community Service, Federation of Settlements, casework services by Travelers' Aid and Family Service Association of America, assistance in problems of minorities by the National Urban League and teams of specialists carrying on local operation were able to bring some semblance of order out of chaos. Of outstanding significance, however, in this setting was the final organization of a Community Chest to serve this area with a representative board from the area and the eventual acceptance of many services which had been fragmentary in the past, as regular and continuing services by agencies which are now members of the Community Chest in the Savannah River Area.

In similar fashion, Lower Bucks County, Pennsylvania, was changed from a peaceful countryside to a giant industrial community with the building of the Fairless Works. Some problems were initiated into the community which had never before had problems of the nature the community is now facing. Problems of where people shall live and restrictions on their finding homes; problems of employment, adequate health services and other community needs became immediately apparent. A representative of UCDS stationed in the area was successful in establishing a Bucks County Community Chest and some services again, as in the case of Savannah River, became a part of a continuing operation for Lower Bucks County. This does not mean to imply that all of the services which the community needed were made available because a Community Chest was organized. Such is not the case. It simply means that at least a framework for developing social action and the continuing of it has been built. Agencies which have a continuing responsibility are, of course, active as they should be.

One of the problems which is faced by many communities is the fact that a small community becomes a very large one without any planning for its growth. Such is the case of one Western City which had a population increase from approximately 23,000 in 1940, to over 100,000 in 1952. While the white population increased 360 per cent, the Negro population increased 7, 455 per cent. In a study made by a representative of the National Urban League, it was reported that the in-migration during the war years produced what might be termed a community trauma; a shock from which the city is only beginning to recover. Like so many traumatic experiences at the individual level, the city has tended to withdraw from facing these problems and tends to hide behind the oft-repeated statement that "we have no problems here," Housing was found to be the Number One problem in the community, and a large number of the inmigrants live outside of the city limits but still depend upon services from the adjacent communities. Seventy per cent of the city's population lives in 40 per cent of the area.

Following the study which was made, representatives of the city, including city officials, the Community Chest, Council of Social Agencies, and other organizations were banded together to see what could be done about some of the problems facing the community. A series of plans were drafted and presented to the city officials and others for their consideration. The City Manager immediately was of the opinion that a person could be employed by the city government to meet some of the problems in connection with racial tensions. Plans were initiated to annex outlying territory, although some of the citizens in the outlying area believed that they would be better off if annexed to another community which, in their opinion, showed more interest in their needs. In the final analysis, since there was a well-organized Urban League in an adjacent community, it was agreed that the organized committee would approach the organization to see about the possibility of purchasing services in the field of community organization to work on some of the problems of health, housing, welfare, and racial tensions affecting this large minority group. Permanent services could be assured if this is worked out effectively.

# Programming Social Action

Major differences between small towns and rural communities when compared with larger, more organized areas must be considered in programming for social action. The first problem in a rural setting is that of communication. While there may be those who disagree that communication is a special problem in a rural community, there is something to the fact that people don't live as close together, nor are there as many organizations which bring rural community leadership together as there are in more urbanized areas. It is often difficult, in many communities, to provide for communication between various racial and religious groups because of laws and community patterns. The continuation of any program of a social work nature demands that there must be some consideration of ways of getting people to know and to understand one another.

a problems which is faced by many come In one Georgia community, persons were brought together on Sunday afternoons on the City Hall lawn to participate in a Community Sing. As individuals began to sing some of the songs they knew and began to participate in these Sunday afternoon programs, they felt that there was not the problem of being a stranger as the case had been earlier. Some communities have solved this problem by the practice of working on some simple problem which all residents of the community had some interest in and who, by virtue of a success in a simple enterprise, could accept a larger responsibility without hesitancy. One community which participated successfully in a case-finding study for tuberculosis found it possible to accept another and more intricate problem for their attention.

Rural communities and small towns are probably more conservative and are harder to get moved than in the case of larger communities. It was reported that it took two or three years in one rural area to get a new venture established. The final establishment, however, of a service tends to provide a continuance of the activity with probably a greater amount of success than is possible where popular causes are accepted without too much hesitancy in some more organized settings.

Finding the money for the job to be done is oftentimes a problem to be solved in some of the small towns, and oftentimes it is not possible because of the financial structure in a political sub-division to have a service initiated without the combination of other political sub-divisions to assist in the task where possible. In a voluntary setting sometimes there is the possibility of developing a program and continuing it where interested groups of citizens come together for that purpose. Such is the case in the rural state of Oklahoma where a local Negro Chamber of Commerce and the Prince Hall Grand Lodge have employed a worker recommended by the National Urban League to open employment opportunities in the state for its Negro citizens. The program which began last March has received sufficient funds to carry it through another six-month period, and plans are under way for a continuing operation. The extent to which this is possible, however, depends upon the interpretation of the effectiveness of the work accepted by the governing board of the two organizations.

ponte.

One difficulty in attempting to satisfy groups of citizens in small towns and rural areas is the lack of understanding of basic social work services, and a large part of the time of the professional worker in this setting is spent in constantly doing an interpretive job. At times, workers in this kind of setting are of the opinion that theirs is a thankless task and very little progress is being made. Where the leadership in such a setting however, can be indoctrinated and has faith in the goals of the job there are possibilities for continuing a program which will have mutual community benefit. The necessity of measurement is sometimes more acute in a rural community than is often the case in a more organized area. If a worker can successfully indicate that selling an intangible, such as is necessary in social work programs is difficult, but that progress can be noted over a period of time, then, again there are possibilities of greater acceptance and continuance of activities.

Basic to the consideration for long life of a social welfare program in a rural area is the representation on a governing body or board of the agency or program. Programs to be successful should be developed in a democratic setting and should be carried on with people rather than for people. The inability to understand and accept this basic philosophy of community organization often signs the death warrant of the activity. Quite often the job of securing community leaders is not carefully thought through, and the obvious leaders are selected from the representatives of organizations which may, or may not, represent the leadership contingent in the community, In one small community a cross section of the community was studies to ascertain who the leaders were in the estimation of the persons being interviewed. After all of the returns were in, persons were listed in the order of their being named by different groups of citizens as community leaders. The individual whose name was mentioned the most was automatically considered the individual who had most prestige and was the leader of the largest segment of the population, and so on down the line.

It is interesting to note that the list of leaders thus secured was far different from the list of accepted leaders in this particular community. This understanding of the break-down in community leadership was of valuable assistance to the agency as it planned for basic services to its clientele. This type of activity is, of course, valuable for general programs and may have to be adjusted somewhat where specific and technical operations are planned. No doubt, the continuing acceptance of social action is assured when there is this kind of leadership behind it.

#### Conclusion

The individual interested in a program of social action for his community must have knowledge of the basic elements in the methods of social action. He must be aware of what community needs are and how these needs must be met. It is incumbent upon the interested bystander, too, to recognize that social work programs in the United States of America are changing and that there is a greater need for the kind of services in rural areas in small towns which are accepted as commonplace in some of our larger cities and better-organized areas. Our programs will continue and social action is assured if we can recognize some of the basic concepts of communition, the differences between communities, the speed with which communities accept or reject programs, and a knowledge of who community leaders are and how their prestige can be utilized to further the goals which we all accept as necessary.

program of the contract of the sum of the contract of the cont

If you can expend to the company of the control of

## and extrem 2

The individual lettracked to w programs of substantial life and search and search and search resident to the search of the searc

#### FINAL GENERAL SESSION

A Panel Discussion Among the Discussion Leaders and National Resource People

Miss Margaret Berry, moderator Paul Benner Harrison Dobbs Arthur Dunham Dr. Andrew Hedmeg Nelson Jackson Mrs. Geneva Mathiasen Miss Mary Raymond Dr. Waldo Treuting Berkley F. Watterson

The moderator opened the discussion by reviewing the plan of the institute and by observing that it was the task of the general session to develop general principles of social action while clinic sessions served to test out these principles. She hoped this panel discussion will bring out the common elements presented in the four clinics as well as the distinctive differences relating to the functional areas treated.

Dr. Dunham was asked to restate briefly the main steps through which social action tends to express itself together with the guiding principles for undertaking each step. Dr. Dunham pointed up the importance of these six elements of social action: (1) fact-finding; (2) programming; (3) standard-setting; (4) coordination; (5) education; and (6) support and participation. He commented that these elements were not always necessary or present nor were they always utilized in the order given. In point of fact, he said, there is no perfect pattern for social action; sometimes steps must be short-circuited and other times additional steps are indicated. The important thing is to make sure that the steps contemplated are necessary and have been carefully planned in relation to the actual problem situation and to all possible alternatives; and that the order of the steps to be taken has been worked out in terms of a strategy and tactic that would best achieve the goals of social action.

Dr. Dunham emphasized the importance of leadership which he defined in the sense of Ordway Tead's use of the term, that is, "Leadership is the activity of influencing people to cooperate toward some goal which they come to find desirable" (in Art of Leadership, p. 20). He also stressed the critical importance of spiritual and emotional motivations.

The moderator next posed four questions for reviewing the discussions carried on in the clinics; How are projects of social action initiated: How can opposition be dealt with? How can social action involving legislation be handled? What should be the role of the social worker in social actions?

# How are projects initiated?

In speaking to this question, the discussion leaders of the various clinics brought out many factors that induced action in the situations which they had under analysis. It was noted that different factors will be important in individual situations. An emergency situation or a dramatic occurrence can arouse a community to action, but it was agreed that it would be more desirable to try to get a community to act before something

leaders to execute to the partone of legislat-

MUSSELVE TERRION

A Panel Discussion An one the Discussion Leader's and

catastrophic happens. Frequently there is the situation where there is widespread recognition that something should be done and many community groups are interested. Some one group will need to serve as a catalytic agent to bring all groups together to act together. This group need not be a private group or a social welfare group. It may very well be some public agency, labor group, etc., and even some individual who knows the problem firsthand and has strong convictions about what should be done about it. Channelling action properly was recognized as an important function of such central agencies in a community as councils of social agencies.

Getting started on a problem and maintaining the momentum of action were recognized to present crucial problems of motivation. It was agreed that there must be a right climate for action and each step to be taken must be well timed. In this connection it was thought that short range goals would have to be distinguished from the longer ranged ones so that the current state of community opinion and the current degree of community acceptance of a solution can be capitalized. There was agreement also on the point that it may be the better kind of strategy at times to try to get only "half a loaf" provided that the long range goals are kept before the community and there is persistent education to the importance of the community having the whole loaf.

## How is the opposition to be dealt with?

It was recognized that an educational process must accompany any type of social action. But all agreed that telling the facts will not be enough. Definite action must be taken in addition to meet the criticisms of the opposition. One way of dealing with the opposition is to determine its composition. Usually the opposition is not a homogenous group but may consist of those who "damn the project with faint praise", those who seemingly don't care or are undecided, and those who oppose it actively in varying degrees. A different approach must be used with each group.

they come to find desirable" (in Art of

All opposition, however, must be respected and presumed to be a "loyal" opposition. There must be a willingness to share the facts with them. Sometimes they may need help to accept the validity or reliability of the facts presented. In such instances a survey may be conducted under auspices trusted by the opposition or the facts already available may be presented and interpreted to the opposition by some individual or group whom the opposition respects. It should be recognized, however, that despite all honest efforts to bring the opposition around, there will remain a hard core of opposition which cannot be reached.

in speaking to this quantion, the discussion leaders of the various

# How is social legislation to be handled? The translate to the social assistant

In the discussion of this question, the relative values of utilizing politically influential elements and grass-roots elements received greatest attention. There was general recognition that the backing of inportant political leaders is essential to the passage of legislation. How to get such political influence behind a bill and the extent to which such influence should be used were questions which raised many qualms. The concerns

of the discussants were evident from their phrasing of questions: Does the end justify the means? Are we ever justified in by-passing the democratic process?

There was a tendency to agree that the use of political influence was not opposed to democratic practice. If goals are worth attaining, expedient practical methods will have to be used as well as the support of the people generally. There is nothing undemocratic about putting pressure on the politically powerful to counteract the pressure of opposing groups. It may even be necessary at times to get to the people in political power through the "backdoor". We should be less afraid of this as we become less naive politically and more competent participants in political trading.

In the view of many discussants it may be better strategy to seek the support of the top politicians first. However, it was acknowledged, a project will be doomed to failure unless there is the understanding and the sentiment of grass-root groups to sustain it. Wherever possible, the political leaders should be exposed to pressure from the grass roots, particularly from groups in their own constituency. They should be approached with facts and contact should be made with them at least several months in advance of the legislative session.

For general guidance in matters of social legislation there should be clarity about goals. Methods of procedure for gaining support should take advantage of practical strategems consistent with democratic practices.

## What should be the role of the social worker?

According to the conclusions of one of the clinics, the social worker may act in several roles in the field of social action: (1) He may serve as a catalyst among lay and professional groups; (2) he may provide basic information about problems in the field of service in which he operates; and (3) he may act "on the firing line" by taking part in hearings, pushing legislation, etc.

The discussion tended to accept this analysis and there was much agreement on the principle that the social worker has not only a responsibility but a right to undertake social action in matters that concern him as a citizen and as a member of the social work profession. However, some doubt as to the freedom of the social worker to engage in social action in a personal capacity was reflected in the question whether the social worker who desires to undertake social action should not first resign his job.

Social Action is a term that has come to be applied to such a diverse range of activities that it is unlikely at present that any single, reasonably precise definition would be equally acceptable to all segments of the social work profession. It might be described as organized group effort to solve mass social problems or to further socially desirable objectives by attempting to influence basic social and economic conditions or practices.

Social action always involves public pressure in one form or another, short of physical coercion or violence. This is usually achieved by influencing public opinion through educational publicity aimed at winning the active support of large, and if possible, influential numbers of persons. Although individual leadership is necessary to initiate and guide social action, participation by groups of people is usually regarded as essential to its fulfillment.

The promotion of legislation is often regarded as the typical, and sometimes - erroneously - as the only form of social action since social advance is frequently achieved through this method. However, most concepts of social action are broader and more inclusive than the promotion of legislation alone.

Change is not always the objective of social action. The protests of various groups in New York City and Pennsylvania in the early part of 1950 at the announcement that public assistance grants were to be lowered are examples of social action that would have been regarded as successful had the level of relief allowances been left unchanged.

Social Action as a Social Work Process

Social action has long been recognized as a separate process of social work. As long ago as 1922 Mary E. Richmond referred to it as one of the four forms of social work. Social casework, social group work, and community organization for social welfare rest in the main on voluntary group processes. Social action, however, invokes compulsion whether through recourse to the authority of government and legal controls, or through other forms of coercion such as public opinion.

Moreover, to some extent, social action has developed its own specialized area, partly within and partly outside the profession, with its own methods and techniques. Thus, we have child labor committees, consumers' leagues, housing associations, and statewide citizens' organizations for health and welfare which promote social work objectives through specialized experts in social action. See STATEWIDE ORGANIZATION IN SOCIAL WELFARE.

Joseph P. Anderson was unable to be present to present this important phase of social action and therefore we are including the latest article on this subject - Social Work Year Book, American Association of Social Workers (Margaret B. Hodges editor) New York 1951 pp 455-460

<sup>&</sup>lt;sup>2</sup> Richmond, Mary E. What is Social Case Work? Russell Sage Foundation, New York, 1922

Social action is as logical an outgrowth of the fundamental belief of the social work profession in the worth and well-being of the individual as are more direct services to individuals. The records of casework agencies, for example, abound with illustrations of problems of the client which are due to external conditions beyond the ability of the individual or of the agency to modify. In the face of such obstacles, either social work must acknowledge defeat, or individualized services must be supplemented with social action to meet the problem. When, in recognition of such circumstances, the social worker turns to the forces of community or government, he is still striving for the same objectives as he was formerly seeking through individual action.

Social action, however, is not restricted to problems which will not yield to individual treatment. Of perhaps even greater importance are those which, although they could be handled on an individual basis, are more effectively, efficiently, and economically dealt with in a mass or preventive way then through the slower and more expensive one-by-one method. Concern for the dignity, worth, and well-being of the individual can find as sure and sometimes more effective expression in mass measures as in those which require dealing with individuals on a face-to-face basis.

Viewed in this way, social action overlaps to a degree with community organization and, indeed, employs some of the same methods, yet extends beyond the bounds of what is usually conceived of as the area of community organization. See COMMUNITY ORGANIZATION FOR SOCIAL WELFARE.

#### Methods of social action

Five more or less distinct elements have been identified in the various methods employed in social action. They do not follow a definite sequence; in fact, two or more of them may, on occasion, proceed simultaneously. Nor are they always given the same relative emphasis. The particular opportunities or difficulties which may be antifipated or which may develop in the pursuit of a social action objective determine the appropriate course of action and the manner most likely to prove effective. These five elements are:

l. Research. The importance of real facts in social action can hardly be overemphasized. Unfortunately, the gathering and sifting of genuine and pertinent data require time, patience, and hard work amounting to drudgery, plus a well-disciplined objectivity and intellectual honesty that are not easily come by. Too often social action projects are based upon unsubstantiated assertion or opinion referred to as "fact," which sometimes fails to withstand even cursory examination. The fact that a sufficient number of such social action projects succeed, in that the proposals advocated are adopted, unfortunately tends to encourage this kind of activity and to discourage the scrupulous regard for honesty and truth on which the real solution to any problem must be built. From the viewpoint both of the end of social action—which is to help the people affected by the problem—and of the means most likely to command popular support and confidence, there is no substitute for honest facts honestly stated,

In social action, fact finding and research begin with the identification of the problem requiring social action. This demands the ability to detect the common elements of a problem affecting groups or masses of people and the imagination to visualize possible solutions. A number of important and often exceedingly difficult questions must be answered in clearly formulating the typical social action problem. How many people are affected? Are they in sufficient numbers to warrant mass action? To what social or economic groups do they belong? In precisely what ways and how seriously are they affected? Is the problem one with which the people concerned can not be expected to deal adequately through their own individual efforts?

Ideally, such questions should be answered with factual data. When authentic information is not already available, it must be collected by scientifically valid procedures. The nature of the information needed usually requires the knowledge and application of statistical method. Where sampling is used, valid techniques must be employed in selecting the sample and in insuring that inferences and generalizations based on the sample are warranted. When complete and authentic data can not be procured, care must be exercised that claims made for whatever information is at hand are fully justified. See SOCIAL WORK RESEARCH.

2. Planning a solution. The compilation of facts to demonstrate the nature and extent of a problem is not the only function of research in social action. Information is also needed to indicate that the situation is remediable and to point the way to feasible solution. Ideally, the remedy for a mass problem should be simple, inexpensive, easy of execution, and precisely designed to achieve the end sought without creating or aggravating other problems which may outweigh apparent gains. Obviously, this requires careful consideration of numerous factors and, more frequently than not, the reconciliation of opposing interests. Not all of the questions which arise in devising solutions to social problems are research questions, but research can often reduce guesswork in considering possible alternatives.

In devising a feasible solution to a social action problem, the views of all groups concerned in the matter should be sought and carefully weighed. This not only makes for a sounder solution but assists in winning support for the final proposals and minimizes opposition. Where new legislation is under consideration, the administrative department which would be charged with responsibility for the new measure, if enacted, should also be consulted. Often such departments can point out enforcement or administration difficulties and suggest constructive changes in the proposed legislation which will strengthen the measure. If the endorsement of the bill by the official department can be secured, the probability of its enactment is usually greatly enhanced.

Once the exact nature of a proposed piece of legislation has been determined, a bill must be drawn incorporating the proposal in accordance with good legal practice. It is not a rare occurrence that otherwise sound legislative proposals fail of enactment or are discovered to be impossible of enforcement when enacted, due to inadequate bill drafting. Expert assistance from public administrators, committee clerks, judges, and bill-drafting commissions should be sought at this state of the process.

3. Enlisting public support. Even though social problems may be pressing, their solution urgent, and proposed remedies apparently feasible, action may not be forthcoming without substantial and vigorous public backing. In instances where outright opposition does not exist, inertia or resistance to change may have to be overcome. In many ways, this is as it should be in a democracy. Legislative bodies, on the whole, are responsive to what they regard as the will of the people as evidenced in concrete expressions of public interest.

The methods of securing the support of community groups and of the general public are similar to those used in community organization and in publicity for social work. See PUBLIC RELATIONS IN SOCIAL WORK. It is not sufficient that community groups merely lend their names to a movement; their understanding of the problem and how the proposed remedy would meet it is essential if their contribution is to be vigorous, forceful, and significant. Community groups which have participated in the whole process of studying the problem and formulating the proposed solution are prepared to offer intelligent and meaningful support.

4. Presentation of the proposal to those with authority to implement it. This may be a legislative assembly which has the power to enact a law; it may be a public commission with authority to change a policy; or it may be the administrator or governing board of a private organization. Whoever can effectuate the proposed action must be reached under the most favorable and persuasive circumstances to bring about the desired results.

The most complicated presentation of a proposal to the implementing authority is the introduction of a bill into a legislative body. The appropriate house and specific legislator to introduce the bill must be selected, the support of key legislators must be enlisted, and the bill followed through the intricate path it must take through the legislature before it finally reaches the executive's desk. Cften the decision of a few key legislators determines the fate of a bill, If opposition is not significant, the cooperation of the leaders in both houses and committee chairmen may be all that is necessary. Where opposition developes, however, it is necessary to keep a careful watch on every step of the process and to bring to bear effective expressions of widespread public support or other appropriate action at all points where decisions regarding it are to be made. Timing is often of crucial importance. Opposition may suddenly develop when least suspected and defeat the proposal before effective counteraction can be initiated, or it may be sidetracked in the pressure to secure the passage of other legislation. It is apparent that the introduction of a bill into a legislature and the follow-up necessary to secure its enactment demand considerable experience and specialized knowledge of political and legislative processes. It is best done by a legislative agent or lobbyist who is on the spot at all times during the passage of the bill through the legislature and can keep the groups backing the bill informed of its progress and call for their support when and as needed,

5. Enforcement, It is sometimes forgotten that social action does not terminate with the enactment of a law or the adoption of a suggestion. Execution of a policy change or enforcement of a law is the final test of success or failure. Legislative bodies have been known to enact laws but fail to provide the funds to enforce them and administrators to agree to changes which are not put into force.

Persistence and vigilance are necessary until the final results are actually achieved and sometimes must be continued in order to maintain them.

Social Action and the Social Work Profession

The pioneers of social work regarded social action as a primary professional obligation. In those early years social workers provided leadership in the struggle for adequate care of the mentally ill, the institution of juvenile courts, the abolition of child labor, the inauguration of probation, court and prison reform, improvement of housing, and the humanizing of institutions. The widespread suffering of the depression years of the 1930's brought about a vigorous revival of the social action spirit which led to legislation profoundly affecting relief and public welfare.

Despite the fact that, ideologically, social action is still regarded as inherent in social work and the further fact that social action still absorbs considerable attention and activity on the part of the social work profession, the contributions of the profession to this field have in recent years not been considered so significant as they might be or so important as they once were. There have been increasing criticisms from both within and outside the profession that social work, as a profession, does not exert the influence on social policy which can reasonably be expected from a profession with its particular professional interests and area of competence.

A number of reasons are advanced for these criticisms. One is the pre-occupation of a substantial proportion of the profession with the techniques of individualized treatment to the exclusion of effective interest in or concern for fundamentally different approaches to old problems or to broader questions of social policy. Another is the accusation that some social workers who engage in social action fail to distinguish between their responsibilities as citizens and their responsibilities as members of a profession. It is on these grounds that social work, as a profession, has been accused of indiscriminate support of social reform measures of any and all kinds, without a clear sense of priorities within its own professional field. This is related to the further criticism that the profession has failed either to define clearly or to appreciate fully its own special area of competence, on which it is in a position to speak with genuine authority and to give leadership rather than merely to lend support.

These criticisms constitute a serious challenge to the profession as a whole, related as they are to matters more fundamental to the profession than only its participation in social action. They raise hasic questions, for example, as to the adequacy of professional training provided by our schools of social work and the relative values which the profession attaches to different phases of its operations. In brief, the whole philosophy on which social work apparently operates is at issue in the face of criticisms of this order. Moreover, the frequency with which these or similar charges are openly expressed or implied would suggest that there is valid grounds for at least some of them. They must be honestly and squarely faced if the social work profession is to assume its proper degree of effective leadership in the formulation and implementation of social policy.

Some of the more important subjects which have currently engaged the attention of the social work profession in the field of social action include social security; health and medical care; housing; the problems of low income families; the establishment of a federal department of health, education, and welfare; federal aid to aducation; civil rights; displaced persons; and child labor and minimum wage legislation. The position of the American Association of Social Workers on many of these issues is outlined in A Social Policy for Today which the Association issued in May 1949.

An interesting development related to social action in the past few years has been the forum type of national conference designed to study broad social problems and to stimulate action at various levels. Examples are the National Conference on the Prevention and Control of Juvenile Delinguency and the National Conference on Family Life, both held in Washington, D. C., in May 1948; and the National Conference on Citizenship which has convened annually for the past five years, the first being in Philadelphia in 1946 and more recent in Washington, D. C., in 1950. Another example is the National Conference on the Aging which convened in Washington, D. C., in mid-Auguest 1950. The National Social Welfare Assembly, which, under a policy adopted in 1949 by its executive committee, may not itself take a position on specific legislation, has adopted the national conference pattern in pointing the way to social action. Two national conferences of this type have been held under its auspices, one in 1948 on social welfare needs, and another in 1949 on pending federal legislation affecting health, education, housing, social security, children, and youth.

At least two sign ficant social action achievements in the past two years on the national scene can be cited in which a host of organizations and social agencies took effective action. One -- the culmination of a struggle covering a number of years -- was the enactment of the Housing Act of 1949 which established a long-range federal program for slum clearance and urban redevelopment, public low-rent bousing, farm housing, and housing research. The second was the amendment of the Fair Labor Standards Act which was signed by the President in October 1949 and took effect in January 1950. ment raised the federa, minimum wage law from 40 to 75 cents an hour and substantially tightened the regulation of child labor. Efforts to achieve these changes began over four years ago with a number of organizations contributing, notably the National Consumers League and the National Child Labor Committee A particularly note-worthy feature of the National Child Labor Committee's contribution was the follow-up of passage of the amendment by a campaign to enlist the public in the exceedingly difficult job of enforcing the child labor provisions.

# Bibliography

American Association of Social Workers. A Social Policy for Today, New York, 1949. Various pagings.

- Barnes, Martha C. Let's Look at Legislation. Association for the Junior Leagues of America, New York, 1945, 58 pp.
- Bendix, Reinhard. "Social Science and Social Action in Historical Perspective," Ethics. April 1946.
- Bond, Elsie M. Methods of Securing Social Welfare Legislation, State Charities Aid Association, New York, 1941, 1419.
- Burns, Eveline M. "Social Action and the Professional Social Worker,"
  The Compass. May 1947.
- "Communication and Social Action," Annals of the American Academy of Political and Social Science, March 1947. Entire issue,
- Desmond, Thomas C. "Advice from a Lawmaker," Journal of Social Hygiene, November 1938.
- Hearn, Murray. "Social Workers and Politicians," Survey Midmonthly October 1944,
- Penrose, Edith Tilton, "Economist and Social Worker," Survey Midmonthly. August 1947.
- Pray. Kenneth L. M. "Social Workers and Partisan Politics." The Compass.

  June 1945.
- Preceedings of the National Conference of Social Work, Annually, Particularly the following articles:
- Benjamin, Paul L. "Techniques of Social Action; Securing Social Legislation." 1945.
- Bouterse, A. David, "Marshaling Public Support for Social Legislation," 1948.
- Burns, Eveline M. "How Much Social Welfare Can America Afford?" 1949.
- Fitch, John A. "The Nature of Social Action," 1940
- Granger, Lester B. "The Prescription for Our Nation," Social Welfare Forum, 1950.
- Kahn, Dorothy C. "Social Action from the Viewpoint of Professional Organizations." 1940.
- Lurie, Harry L. "Social Action; A Motive Force in Democracy." 1941.
- Maslen, Sydney, "Guideposts to Social Action," 1941,

"Methods of Action on Housing Legislation, " 1944.

Moffatt, Abbott Low. "Social Action in the Legislative front." 1941.

Pray, Kenneth L. M. "Social Work and Social Action," 1945.

Sidel, James E. "The State Legislative Council; A Medium for Social Action,"
The Compass. March 1945.

Lowis, Marry L. Parried Arrison & Martin Parce to Democratic T 1741.

Satisfus " 1945).

Social Legislation Information Service. About 50 issues yearly.

# PART II

REPORTS OF CLINIC SESSIONS

#### **OUTLINE OF SELECTED PROJECTS**

for

### CLINIC DISCUSSION

Regional Institute on "Methods of Social Action"

New Orleans, La.

November 4-6, 1953

Four brief outlines are presented for clinic discussion,

These are:

Clinic A. Services to Children

"The Lutcher Day Care Center"
Lutcher, La.

Clinic B. Housing

"The Shreveport Story - A Survey of the Negro Community.

Clinic C. Health and Medical Services

"Millaga Tax for the Support of Parish Health Units in Louisiana,"

Clinic D. Services to the Aging

"The New York State Plan. "

The Discussion Leader will begin the clinic session with:

- a. a brief statement regarding the plan to be followed;
- b. the introduction of the resource people and reporters.
- c. explanation of the purpose of the selected project and other materials.

A resource person will then present the selected project in some detail for general discussion by the group.

#### Services to Children

### LUTCHER DAY CARE CENTER

#### Lutcher, Louisiana

The Lutcher Day Care Center developed out of a small rural community's desire to provide adequate day care facilities for children of working mothers. Negro leaders saw the need and appealed to Welfare officials for help in meeting it. The interest and support of churches, schools and other organizations, both white and negro, were enlisted but with the major promotion done by negro groups and individuals. The result was the Lutcher Day Care Center which now cares for 35 pre-school age negro children. It is operated by the Louisiana Department of Public Welfare with some support from the community. A local board of nine members both white and negro, advise with the operation.

### How the community became interested and what it did

The Lutcher Day Care Center was started by a self-appointed committee of three -- a midwife, a health nurse, and a welfare visitor. Their common concern was the care of children of working mothers. The midwife interested church groups. Eventually the original committee was enlarged to give representation to Masons, labor groups, and Odd Fellows. A street committee was formed to solicit churches and ring doorbells for financial aid. In this effort the American Legion played an important part and the Central Union Baptish Seminary donated liberally toward the \$367.70 that was raised.

With this money land was purchased. Plans for a day care center were drawn up. It was decided that the building was to have a kitchen and toilet facilities and a negro physician agreed to help look for these facilities. It was also decided to staff the center with two teachers, a cook and a janitor and that health services were to be donated.

The group struggled along for six months. Approximately \$50 was left in the treasury. At this point, the welfare visitor went to Baton Rouge to enlist the help of the supervisor of children's services in the State Department of Public Welfare. She brought back the suggestion that the group should organize itself formally and set up separate committees to handle finances and interpretation. A meeting was called and the committee was enlarged to about 45 people. At this meeting the discussion ranged over six points: (1) minimum standards for day care; (2) helping the community see the need for a day care center that would care for the pre-school child rather than the infant; (3) the find of building needed and where it should be located; (4) determining the number of children the day care center should plan on caring for; (5) what financial responsibility the community would assume and what responsibility the DPW would assume; and (6) determining where funds would be banked and how disbursements were to be made.

Subsequently meetings were held monthly to report progress and findings. Among the latter it was reported that there were 30 children age 3 to 5 in the area who were members of families receiving ADC. An additional 15 such ADC children lived in two nearby towns. Also, there were 28 children whose mothers worked and 30 more children who could benefit from a day care center. On the basis of this information, it was agreed to plan the project to accommodate 30 children at a time. It was also agreed that financial responsibility should be divided as follows: The DPW would (1) pay salaries of two teachers, a caseworker and a janitor; (2) pay for some equipment; and (3) pay cost of food in excess of fees. The DPW was also to assume responsibility for supervision of the project. The Community would be financially obligated to (1) purchase the land; (2) secure a building; (3) provide tables and chairs; and (4) provide a kitchen sink. The community asked that the board be made up of white and negro members.

As the project developed, it became evident that there had been inadequate factfinding. The center opened on September 15, 1952 with seven children. By November, 20 children had been registered. In January 1953 the number dropped to 12. Inquiry into this drop brought to light that there was a private kindergarten in the community that took care of 4 and 5 year olds and had an enrollment of 12 children. Moreover, it was discovered that the community tended to identify the project with one individual and considered the fees too high. A meeting was called by the DPW worker and produced these decisions; (1) to stimulate use of the center by children from nearby towns: (2) to stimulate its use by ADC families: (3) to reduce the fee by 20 percent; (4) to provide free transportation to children to and from the center, through a volunteer motor corp, whose gasoline expenses were to be paid by the DPW; and (5) to lower the beginning age to 2 1/2 years. These decisions quickly resulted in increased registrations. At present there are 36 children in the center and there is a waiting list of 16 children. Of the children being served, 21 have working mothers, 7 come from ADC families, and 8 others come from large families which range in size from 13 to 15,

Periodically, a newsletter is sent out to keep the community informed of the needs and the progress of the center. Fees pay about 50 percent of food costs which average about 25¢ a child.

# Clinic Discussion

The regional resource person noted an inconsistency in the approach to the problem of ADC children. If the ADC grants were so small as to force mothers to work out of the home in order to supplement them, would not an increase of the grants be a better solution that the establishment of a day care center which only perpetuates the situation of mothers working outside the home?

The discussion leader asked the group to consider the following questions also: What principles were involved in this project? How do these principles carry over to other problems that concern children? What failures

were encountered? What strengths and weaknesses were involved?

In the discussion that followed, it was observed that perhaps some of the strengths of the project lay in the fact that many groups were involved in its planning and the carrying out. The involvement of two racial groups was considered an especially strong point. The lack of involvement of the consuming group was perhaps its weakest point.

Questions were raised about the private kindergarten that was discovered after the project was put in operation and whether, if adequate fact-finding had been done at the outset, this resource might not have been involved in planning the project.

Since the time was drawing to a close, the group decided to formulate questions on which to center the discussion at the next session. When the group re-convened, these questions were on a blackboard and the discussion took each up in turn.

### 1. How might better fact-finding have been done?

Suggestions included an informal door-to-door canvass and a formal census. The national resource person set forth six guiding principles for fact-finding: (1) define your purpose; (2) define your scope in terms of content, geographical areas of coverage, and the time factor; (3) select an appropriate method; (4) organize the personnel involved in the effort as sponsors and workers; (5) schedule the time to be devoted to the effort; and (6) count the costs.

## 2. What qualifications should be expected of the staff?

It was suggested that minimum qualifications for the principal teacher should be a college degree and major in the field of child development and two years' of teaching experience. The assistant teacher should be a college graduate or have two years of college work and some experience in teaching. No set qualifications for the cook were necessary except practical experience and certification from the health department in accordance with requirements for an annual examination.

# 3. Is the home being given appropriate emphasis?

It was reported that a follow-up of the home was made to discover how the family felt about the day care center, their concerns, and their views as to the day care center's weaknesses and strengths. The caseworker at the center visited the homes to find the roots of problems presented by the children and to work with the family on these problems. It was seen that the home was more important than the center and that the center has responsibility for finding ways and means to strengthen the home. However, it was noted that the center cannot be expected to serve all purposes; it exists, and can be effective, only as a link between the home and the child, in furnishing the child needed custodial care and an educational experience.

The regional resource person repeated his earlier observation that there was an inconsistency in forcing the mothers to work outside the home through inadequate ADC grants and then setting up day care centers which cost more per child. He thought two kinds of social action were possible in this situation: (1) social action within the pattern; and (2) social action to challenge the pattern. Within the existing pattern there probably was no choice but to establish the center. But, he maintained, we have a duty to challenge the pattern when it does not meet the needs of the people. We should question the whole economic structure of the sugar cane workers. The social worker should ponder well his role; is he gap-filling or making basic changes? In the discussion the national resource person added that we should differentiate between short range and long rance programs in deciding upon action. Other participants saw dangers that an "opportunistic" stop-gap project" might conceal the real need of the community.

5. To what extent do we compromise with professional standards in order to achieve a specific goal?

The regional resource person offered this rephrasing of the question: Can we institute new projects on the basis of accepted professional standards or do we solve the problem in the best way possible and then work to meet the standards? The national resource person commented that there is a difference between minimum standards and optimum standards. We might have levels of standards - Class A, B, C, etc. We might start out with C when a need exists and then see if we can get the project to meet the better standards of the other classes. (Because of lack of time there was little discussion of this question although much interest was apparent).

During the intermission, the group was assigned two questions to discuss and to answer. These were: (1) How to identify and reach community groups? and (2) How to evaluate and use community resources? The entire group was divided into seven buzz groups each one taking a segment of these questions. The reports from the buz groups added up to the following answers to the segmented questions:

- 1. How to identify and reach community groups?
- a. How identify community groups? We must determine the important groups in relation to our problem, what each group's potential contribution is, what is each group's composition and strength. We should go into all segments of the population in our search of important groups, reaching to religious, civic, social, professional, political, and communications groups.
- b. How can we reach these groups? In general a good contact is
  "someone who knows someone". We should try to get to people
  of influence. These are not always the nominal leaders.
  - c. Who should make the contact? Preferably someone who under-

stands and can best present the problem, someone who has a common interest with the group, someone the group accepts.

- d. What should be the focus of the contact? Primarily interpretation of the problem with a view to identifying the areas where the group can help.
- e. How can help be enlisted? Appeal should be made for group participation as well as leadership. The basis of the appeal may be the need, the particular competence or effectiveness of the group, a concrete thing that the group can do, its attachment to and pride in community progress. It is important to be prepared for possible negative reactions and be able to answer them. How the group may work with others should be emphasized.
- f. What part should the social worker play in this? The social worker may play three roles in this process; an an employee of an agency where he represents his agency's position; as a member of the profession working with professional groups; as an informed citizen. Acknowledgement was made of the limitations of the Hatch Act and similar restrictions upon social workers in public agencies. Where a social worker is not free to act directly he should pass on the problem to nonprofessional people who have more freedom of action.

### 2. How to evaluate and use community resources?

- a. What resources of the community need be considered? People and organizations constitute the major resources of a community. Three kinds of people and three levels of organization must be involved in a community project. Attract "fanatics, speakers, and doers" as well as those who have special skills and experience in the area of the project. Consumers as well as supporters, volunteers as well as professionals, must be interested. Involve organizations at local, state and federal levels. These can be identified through published and unpublished lists of health, education, welfare, and commercial agencies.
- b. How evaluate these resources? Pertinent questions are: what can they contribute in the way of knowledge, skills, motivation, attitudes, and morale, how effective can they be? what is their scope and limitations? how available are they?
- c. How use resources? Delineate first the areas where help is needed. Then find the particular resources to furnish this help. Distinguish between the help of consultants, survey specialists, public relations people, and other technicians. Reach into the leadership of the community such as chairmen of committees, officers of organizations.

In the final session of the clinic the group discussion centered on the role of the social worker in setting goals for already organized groups. The

following principles emerged: The social worker must apply the principles of social work to situations that are hostile. There must be an element of flexibility in what she does. She must avoid interpreting a part of problem as the total problem. She must learn to get facts, use them convincingly rather than emittionally. She must learn to communicate what she knows to others. She must accept, and even tolerate, the person who holds opposite views, but, in so doing, must not compromise her own principles. The measure of her success is not necessarily the attainment of specific objectives. If the community has been moved a little in its thinking and in its vision there has been successful social welfare action. A prime test is the question: Has the complatency of the community about a need been disturbed to the extent that there is recognition that change must take place?

The session ended with these comments of Father Digby, the regional resource person to the clinic: Christianity did not have to be imposed on people. The theme of doing for the weak runs through all religions. In the past social reform was the business of the fanatic. Today it is everybody's responsibility. In engaging in social welfare action it is important that we clarify our motivation, bring to our effort a genuine sense of justice. We shall have to become angry at times whilst tolerant. We must not lose our sense of identity with others, our conviction about the perfectability of society and of curselves. We must work with a level of protectability of society and ourselves. It is important that we have a dynamic relationship with a diety. Social action must take place in a framework of what is possible, what is desirable, and what moves us in desired directions.

they contribute to the way of the stage willis, montration, and they contribute to the way of the stage wills, montration, and that a contribute contribute to the stage will what is their scope and the the third that a contribute as the stage where the particular a name one of the stage that the particular a name one of the stage that help in mand to qualitate to the stage of the contribute that the the third that the stage of the

wateres of local, which and leveral levels. Teach on he handfied

to the tinel sension of the citric the good ductars on centered on the role of the social morizor is setting goals for aire dy organized groups. The

#### HOUSING

THE SHREVEPORT STORY - A Survey of the Negro Community

A factual and comprehensive study was made of the Negro population of Shreveport, Louisiana by the Council of Social Agencies because of the realization that sub-standard conditions, injustices and inequities existed which vitally affected the health and general welfare of the whole community. Particular emphasis was given to housing, because of the incidence of disease, delinquency, crime, etc. found in slum dwelling areas, and to the problems centered around the financing of low cost housing units, both rental and owner occupied, for Negroes in Shreveport and most Southern communities. Other areas studied were Population, Education, Employment, Health and Medical Care, Law Enforcement, Recreation, Religion, Transportation and Welfare. More than 1,000 white and Negro citizens participated in this survey making it a community-wide project and proving what could be accomplished by voluntary action on the part of both races. Accomplishments to date include four housing projects under way as well as other advancements for Negroes in Shreveport.

## How the community became interested and what it did

Presentation of the Project was followed by question and answer period which brought out the following points:

- Question: With whom did the idea of the self survey of the Negro community originate? Did the idea originate with the Council of Social Agencies?
- Answer: Over a period of ten or twelve years there was a gradual development and expansion of services to Negroes in Shreveport, However, the Council of Social Agencies' Board became interested in the need existing for an additional Negro day nursery. This led to a realization of the need for a self survey of the Negro community. Over a period of several months the Council of Social Agencies' Executive Secretary and three Board Members held meetings with leaders in industry and business, with major influential groups, social agencies and political figures in order to explain the need for such a survey. Interpretation was based on general knowledge available. The defined goal of the survey was fact finding.

Gaining the approval of these groups and individuals, 200 leading white and negro citizens were then invited to sponsor the survey. Ten Sub-committees were formed which were composed of experts in their particular fields. Precaution was taken not to place any one in a position of leadership who could stand to gain personally. Every media of publicity were utilized to prepare the Negro population. Over 700 house-to-house Negro volunteer canvassers participated in completing comprehensive questionnaires. A special committee prepared the questionnaire which

was submitted to each Chairman of the ten Sub-committees with requests for additions or corrections. An International Business Machine executive gave his expert advice in editing the questionnaire and his staff gave their services in coding the statistical data. This survey caught the imagination of the community resulting in every one wanting to help. Recently a permanent Interracial Committee was created to carry out recommendations and to make further studies where necessary.

Question: Did any tensions arise and if so how were they handled?

Answer: The Sponsors Committee Meeting was the first bi-racial meeting ever held in Shreveport. Questions arose during the survey such as the matter of segregation, the use of courtesy titles in the press, etc. When such problems arose they were not evaded but met frankly with the decision that the survey was of primary importance and other issues were not to interfere with its success. The feeling was that if facts were tackled first other things would take care of themselves. There was some opposition to the survey, but no evert opposition.

Question: What were the by-products of the survey?

Answer: Modification of attitudes in respect to inter-racial meetings, better communications between whites and Negroes, a greater willingness to talk through problems, a feeling on the part of the Negro community that the white community had concern for problems of the Negro community and a desire to do something about them, developed interest in the need for further services such as an adult education program, more enlightened attitude by some of the press, movement toward integration of Negro population into community programs.

Question: What were the possible motives behind white leaders participation? Was there possibly a fear of Federal Government action?

Answer: There would be more than one motive but the survey was not precipitated by fear of Federal action. Some participants were quite vocal -- felt moral obligation to correct inequities, enlightened self-interest -- as bad conditions foster diseases which affect everyone in the community.

Question: Was it planned to initiate the survey at a favorable time?

Answer: The timing was happenstance, but the survey was evidently initiated when the climate was favorable. The total survey covered a period of four years. It was some times necessary to delay certain activity for various reasons. It was necessary not to move at a too rapid pace, allowing for ideas to take held and for tensions to be relieved. With professional leadership,

an understanding of the problem substantiated by facts, and an interested community, it was thought that timing would take care of itself.

#### Clinic Discussion

The discussion turned to these four questions.

- 1. How to increase sensitivity to incidents?
- 2. How to find and give jobs to real leaders?
- 3. How do you work with the opposition and uninformed?
- 4. How do you get cooperation of community in social action projects?

## l. How to increase sensitivity to incidents?

An attempt was made to define the question under discussion. How do we increase whose sensitivity, --that of the worker or that of the community? It was decided to talk about both. Also did incidents mean a particular dramatic situation or long existing problems? How can advantage be taken of a particular situation or how can interest be created in a problem? It was generally agreed that problems exist, something occurs - an incident - which brings the problem into the consciousness of people who become aroused. Then the question is what kind of machinery is needed to capitalize on the interest.

Where the problem is long-existent sensitivity of the community is increased by a continuous educational job that increases the level of intelligence of the community around the problem. To do this there must be machinery in the community that integrates basic needs with less emphasis on a particular agency program. The machinery set up need not be the same in each community. Possible methods of organization suggested and discussed were:

A worker on the base of actual experience and observation, discovers needs and makes the needs known to the administrator who in turn makes needs known to the Board.

This means that the worker needs to be alert to existing problems, to feel responsible for making these needs known and to be given the opportunity to make needs known without fear of losing job. There was some opinion that legislation is needed which suggests this is the function of a public agency worker. This would also have the effect of stimulating the administrator to promote this particular activity. Others thought that legislation was not needed, that there was nothing to prevent a worker from making needs known. What restricted the worker was her own lack of sensitivity, the lack of time to devote to this phase of interest in view of the size of the job that needed to be done, the unfavorable attitude of some administrators toward this type of activity, and

the community attitudes in which she works toward certain problems. It was suggested that Schools of Social Work and Agency inservice programs had responsibility for increasing the worker's sensitivity and, additionally, the Administrator has the responsibility of providing channels of offering leadership.

- A neighborhood experiences problems and forms a neighborhood council brings the problems to the attention of a Central Planning Committee.
- 3. A central set-up whose responsibility is to intergrate community needs from all sources and to interpret these needs through Citizens Committees, and an integrated public relations program.

## 2. How to find and give jobs to real leaders?

In discussing this question it was recognized that it is first essential to define the project for leadership must be related to the nature of the project. Is the project one which will involve the total community or a segment of the community? Whom will the project interest? What type of activity does this project indicate?

It is well to write out criteria as a guide in the selection of leaders. What is the job to be done? What are the goals? What people can do it? What people are interested in it?

Some essential qualities for leadership were seen to be initiative, ability to inspire confidence, respected in community, prominence, represents a group; possesses skills, However, it was agreed that a person may have all of these and not be a leader. Also a person may be a leader in one kind of activity or in a particular situation and not be a leader in other activities and other situations.

The question was asked: Does democratic process necessitate inclusion of certain recommended leaders on a board? To exclude these persons the community organizer is told he risks the financial support of the Chest. Is it possible to avoid this approach? It was thought that one starts where the community is in organizing for social action. Therefore, it would be advisable to accept names recommended.

Ways suggested for obtaining new leaders included the following:

- l. Know community well enough to be able to know people who can pro-
  - 2. Broaden social and civic contacts in order to get to know a larger number of people. Cultivate people on a day by day basis.
- 3. Increase knowledge of various groups and organizations existing in community. One group seldom used fraternal organizations.
  - 4. Seek out people in newly developed geographical areas.

- 5. Study newspapers to apprise self of rising leaders.
- 6. Seek out young people who are leaders on university campuses.
- 7. Include leaders from the opposition,
- 8. Maintain an up-to-date resource file of these potential leaders.

Having identified new leaders we have a responsibility to make the best possible use of them. We should interpret to them their new role in the field of social welfare. We should plan carefully the best possible use to be made of leaders, develop their interests, give them recognition.

3. How do you work with the opposition and uninformed?

These principles emerged from the discussion of this question:

Enlist support on the basis of main interest and out of this will develop other interests. It is the exception rather than the rule that people won't respond to factual data. Don't put known opponents in a position of leadership but expose them to interpretation and education. Strengthen your own defenses first. It is helpful to identify opposition through casework approach. What does the individual want? Find that out and allay fears. Also learn what kind of projects can be undertaken by the opposition. Do a project whose chances for success are good.

The final session of the clinic was devoted to analysis of specific problems which were facing persons in attendance.

#### HEALTH & MEDICAL SERVICES

#### MILLAGE TAX FOR THE SUPPORT OF PARISH HEALTH UNITS IN LOUISIANA

Panel discussion on methods used in securing permissive legislation for millage taxes to be passed in individual parishes to support local health units, and review of activities in community organization in those parishes which have availed themselves of this permission and have passed millages to finance a portion of the local health program.

## How the permissive legislation was passed

Money for the support of local health units comes from various sources. Some is derived from State and Federal sources, and the balance from official agencies in the parish, such as the Police Jury, the School Board and municipalities within the parish. Each year the health unit director has to go to the parish agencies to beg enough money for the support of his unit. This method of obtaining funds on a year to year basis, is time consuming, and most unsatisfactory from many angles notably since it makes the personnel in the units feel insecure as to tenure.

This situation has existed for many years but became critical during 1949 with impending cuts in Federal and State appropriations; the devaluation of the purchasing value of the dollar; and the increased compensation for salaried personnel set up by the Merit System. As a result, members of the State Health Department, especially those working with the local health units, became interested in finding a method of obtaining adequate financial support for local units which would be better. It seemed logical then to think of a millage tax, especially as local bodies and citizens with whom finances were discussed, often inquired why they could not vote a tax to support the health unit, as they did for other parish agencies, such as libraries. If a millage tax was passed appropriations from other local agencies would not have to be made.

This especially interested the police jurors since it would solve their legal responsibility of finding sufficient funds to support the local health units. The Jefferson Parish police jurors took up the matter with the Louisiana Police Jurors Association, and that Association and the Health Officers Association discussed the plan. As early as February 24, 1950, it was reported in a meeting of the Health Officers Associations at Alexandria that the Governor stated that such legislation would receive his approval if passed. The opinion was given that such legislation would require a constitutional amendment.

The Police Jury Association and the Health Officers Association appointed committees. These people had several meetings in New Orleans and worked out the fine points of a program for action, then met with the legislative committee in Baton Rouge.

Legislators were selected to introduce the bill, which was drafted and reviewed by the Secretary of State and the Attorney General. They okayed the resolution, but somehow the first attempt went astray. Later, Mr. George Wallace, Aide to the Governor, and former law partner of the Secretary of State, personally took the bill in hand, steered it through the various committees and reviews and brought it to a vote, which resulted in its passage.

The bill merely gave permission to call an election to decide if this resolution would become a constitutional amendment. The election was called on November 7, 1950, at which time the voters acted on a number of proposed Amendments to the Consitution including amendment #2 which passed, 144, 512 to 95, 911.

Calcasieu Parish was the first parish in the State to pass a millage tax for the support of its Health Unit.

#### What Calcasieu Parish Did

In beginning the campaign for the passage of the millage tax in Calcasieu, the first step was to know the financial situation in the parish and the per capita contribution for health services. The State Health Department had been thorough in its research and had told the unit director the amount per capita contribution in each parish. Calcasieu, which is a rich parish, having an assessed valuation in 1950 of approximately 98 and a half million dollars had a per capita contribution of only 14¢ per year for health. It had been established in other areas of the United States, that to provide adequate health services in a community necessitated a per capita contribution of \$1,50 which would give 1 Public Health Nurse per 5,000 population, and 1 Sanitarian per 10,000 population. The cost today is approximately \$2,50 per capita, and by tomorrow will probably be \$3,00.

Even before the effort to have Calcasieu pass a millage tax there had been the intensive campaign to secure a favorable vote on Amendment #2 in November, 1950.

The Public Health Committee of the Chamber of Commerce was very active, as well as the P. T. A. and the T. B. and Cancer Society. Representatives of the cities in the parish were approached and they indicated to the Police Jury that it was important to supply the health unit with funds. The Police Jury was meeting on the day of the election; it was asked to pass a resolution for 3 mill. They first thought they would, then realized that the yield from 3 mills would amount to a great deal of money so a one and one-half mill was agreed upon. Since permission had been obtained from the Parish Tax Board for 3 mills, a delay of a month was necessary to get the millage reduced to 1 and one-half mills.

Once the day for the tax election was set the T. B. Association, the Cancer Society and the P. T. A. and the Public Health Committee of the Chamber of Commerce carried the message to the community.

One thing which nearly "upset the apple cart" was a rumor that the health unit director's only purpose in asking for the millage tax was that he wanted an increase in salary. This rumor began in one of the three major towns in Calcasieu and was brought back to him. So publicity regarding the fact that salaries of personnel were fixed by the Merit System was disseminated. Counter rumors were started in the drugstore in which the original rumor began.

### What Bogalusa Did

On 6/17/52, a year and 2 months after the victory in Calcasieu Parish, the Chamber of Commerce Manager succeeded in rounding up support for having the millage tax passed in Washington parish.

Washington Parish didn't have a health unit director although some years ago they had had a good one. This turned out to be a good selling point, An educational campaign through the newspapers interpreting Public Health, emphasized that private physicians wouldn't have time to do public health tasks such as getting ticks off the cows; making milk grade A, etc. Also that Public Health is an independent agency with certain functions cut out for it. It has its place in the social structure just as public schools, libraries and roads. The tax rolls were examined to identify who were the biggest tax payers. These were seen individually and sold on the idea of a Millage Tax for the support of the health unit. The Police Jury, which had agreed to a library tax of l and one-half, was urged to approve one for public health also. The sponsors had to work hard because one of the most prominent physicians in the parish did not want the millage tax passed, Another stunt was to extract a promise from the State Health Department that if Washington Parish voted a Millage Tax for the Health Unit, that State and local funds would not be cut. There has been a law on the books since last year to this effect,

The Secretary of the Chamber of Commerce received the Axian-Choppin award in 1953 for outstanding Public Health Work in connection with the passage of the millage tax,

The experience in Calcasieu and Washington Parishes were contrasted as follows:

In Calcasieu the originally suggested 3 mill tax was thought by the police jury to be too much, so they cut it down to I and one-half mills, which shows the importance of listening to those folks when they say its too much. Another interesting thing in the Calcasieu experience was the spread of the rumor regarding the health unit director's salary and the way its harmful effect was counteracted by a counter rumor referring to the fact that salaries are fixed. The health unit director knew how to place his counter rumor. He didn't find these things out by sitting in his office. He talked with the Sanitarian. The experience in Calcasieu also shows that you can't tell until its all over whether or not a project will succeed.

In the Washington Parish experience, the Chamber of Commerce secretary went over the tax rolls and listed the large tax payers. He had face to face contacts with them and persuaded them about the need for the tax. All organizations must be contacted, and you must have the organizations with you, as well as the individuals in them. The Health Committee functioning in the Chamber of Commerce was a big help. People there had self interest. They remembered the good health unit director they had in the past. Folks were sold on the idea. You have to be offering people something.

The following statistics were then cited to show the extent of parish implementation of the Millage Tax,

#### PARISHES THAT HAVE VOTED A MILLAGE TAX FOR THE SUPPORT OF THEIR HEALTH UNITS

Name of Parish	Population 7/1/53	Valuation in 1952	# Mills For -		Dates Voted	Ann, Yld, (Approx)	Per Cap
Calcasieu	100, 403	81, 632, 460	1, 5	5	4/24/51	122, 452	1, 22
Jefferson	121, 244	76, 137, 767	3	10	5/1/51	228, 413	1, 38
Richland	29, 970	15, 588, 610	1	5	7/31/51	15, 589	. 60
Winn	15, 858	8, 537, 100	2	5	9/29/51	17,074	1, 08
Tangipahoa	55, 722	21, 731, 105	2	4	6/7/52	43, 462	. 78
Washington	39, 646	25, 282, 400	1, 5	5	6/17/52	37, 924	. 96
Ascension	22, 769	11, 385, 080	1.	10	7/29/52	11, 385	. 50
Bossier	42, 405	27, 776, 300	1	5	10/28/52	27,776	. 65
Tensas	12, 320	7, 921, 365	1	3	6/23/53	7, 922	. 64
Vermilion	36, 664	20, 970, 000	2	5	8/3/53	41, 940	1, 14
TOTAL	473, 001	\$296, 954, 687			10 • G IIA	553, 937	1, 17

Although one doctor had said that millage taxes were only for small places, the success in Calcasieu and Jefferson with populations of 100, 000 and 121, 000 respectively belie this. Winn Parish voted 2 mills, Tensas Parish with a population of 12 thousand is completely rural having no city with a population over 25, 000 yet it voted a 1 mill tax for 3 years in June, 1953, with a yield of approximately \$3,000 or about 64¢ per capita. The success in Tensas Parish was due to a demonstration of effective health work by a good nurse and sanitarian, and an active Health Council which worked for the passage of the Millage Tax.

## Parishes in Which Millage Taxes Failed to Pass

Six parishes failed to pass the Millage Tax,

1. LaSalle Parish with a population of 13, 286 defeated the tax, although 176 people voted for it and 35 against it; because of the property of those for the tax totalled \$167, 120, whereas that of the 35 people against the tax amounted to \$173, 215. The reasons for the failure were felt to be the combining of the library millage tax with the health unit tax totalling 3 mills which some of the property owners thought too high. Others thought they had to choose one or the other. Also there was some misunderstanding on the part of the voters that the health unit had always been taken care of by the local appropriating bodies and there was no need for a separate tax for this.

The experience in LaSalle shows that you can't be too careful about misunderstandings. More people were for it, but the large property owners were against it. Also, they already had a health unit, but they didn't have a library. Careful explanations need to be made to other appropriating bodies that the yield from the millage tax for health units will not be in addition to their current appropriations but will relieve them of future appropriations.

- 2. Rapides Parish with a population of 96, 264 attempted to vote a 3 mill tax but it failed because the people there, thought 3 mills were too much. The health unit director had talked with them and given them a choice, but indicated that three mills were needed for a desirable health program. People seemed to agree on 3 mills. It was the assessor who told him after the election.
- 3. In Iberia Parish with a population of 40, 995 passage seemed certain, all were for it, but no one on the pro side was at the polls to urge its favorable consideration by the voters, while the cons were, and succeeded in mustering enough opposition votes to defeat the measure.
- 4. St Landry with a population of 80,000 used all sorts of publicity and civic groups, but the tax was defeated there in two Frency-speaking wards were there was misunderstanding on the part of two School Board Members.
- 5. Franklin Parish was the most failure (October, 1953). There is a population there of 28,000 people. They attempted to pass a 1 and one-half mill tax for 5 years. There was good newspaper publicity and every doctor in the parish urged passage of the tax but it failed because the day of the election was the opening day of the squirrel hunting season. Those not squirrel hunting were ginning cotton.
- 6. Cameron parish with a population of 5, 932 also failed to pass the tax.

#### Clinic Discussion

Someone from the group asked why some parish health units get along without millage taxes. Madison Parish, for example, has a doctor, a nurse and a sanitarian. It was agreed that Madison Parish is adequately supported its health unit and a millage tax is not needed.

It was also brought out that under the Louisiana Constitution of 1921 each parish must have a Board of Health, and that the State must have a State Board of Health. In emergencies, when the health of the public is threatened the Boards of Health can resort to their "police powers" to protect the general public from the spread of an epidemic. In addition, the Health Departments can afford services needed to conserve health. The State must support local health services.

Since 1935 the Federal Government has been a primary source of funds for general health, and some special categories of health services, like Maternal and Child Health, Crippled Childrens' Services, Tuberculosis Control; Veneral Disease Control; and the like. Federal funds are divided between the States on the basis of population and per capita income. When Federal funds are received into the State Treasury, they become State funds.

There has been no formula for the distribution of State and Federal funds to the parishes. About one-half of the funds for local expenses come from local funds. It used to be one-third, but it is not expected that local funds will ever be able to defray 100% of the cost.

Some one in the group inquired whether the major responsibility for health unit support rested with the Police Jury or the School Board. It was explained that it rested with the Police Jury. The School Board by law is responsible for the health of school children while school is in session. They get health services from the Health Unit by giving money for the support of the Unit which is open 12 months of the year.

There was a great deal of discussion from the group concerning the function of the Health Unit, some thinking that it protects health, others that it was responsible for research, etc. It was agreed that the Health Unit is a governmental unit, and its function is to prevent disease, and preserve health through certain services, which it is supposed to have sufficient personnel to render but the Health Unit is not mandatory.

Someone asked why the Health Units do not provide more treatment services. It was explained that the Health Unit provides treatment services to prevent the spread of diseases which are a menace to the public health, like TB. The Health Department early stepped into the area of medical care to prevent the spread of communicable diseases. In Maternal and Child Health, services are given to mothers to protect the right of the child to be well born. In school health the examinations for finding defects in school childeren before referring them to private physicians are also done.

No one objects to this type of medical service, but when you move into other disease fields there are objections.

There are four parishes without Health Units in Louisiana. These are St. Helena, St. Bernard, Plaquemine and West Baton Rouge. In these parishes health services are given on an emergency basis by adjacent parishes.

The second session of the clinic began with a recording of "The Sun Shines Bright" the story of Kentucky's reawakening interest in health, etc. Following the recording, the discussion returned to the Millage Tax project.

It was remarked that an essential first step is for the people in the community who are the grass roots to feel the need.

While it is all right for a State Organization to stimulate something, nothing will happen until there is a local response.

Often the general public may not be able to see things as a whole, but it takes somebody to analyze the situation and spearhead it into action.

Recognition of a need by the general public is the exception rather than the rule. Its usually people who have some contact with the problem who see the need, but often they don't know how to go about getting action.

Someone gave an example of obtaining school bus transportation for school children. All the mothers in a certain area complained and finally one parent decided to do something. He talked with the other parents and was the spokesman for the group. School bus transportation was provided as a result of this activity.

Use of an outside expert to point out the need will not be too valuable if he antagonizes the people in the community.

There was some discussion over the definition of the term "general public"; was it synonymous with "community"? When we say a community recognizes a need, do we mean the total population, or do we mean a small or large group of people who when a need affects them, recognize it and eventually get around to doing something about it. It was agreed that, mainly, the "general public" consists of those people who are affected by a need and go out and try to influence others. A few people must become aware of it and point it out to others.

People had to be educated to recognize the need for services. The ultimate goal of all social action is improvement of services. It is achieved through the education of people to need a certain type of program, then you can begin taking steps to reach the goal.

There was discussion concerning immediate goals and long range ones.

The need for a clear understanding regarding the goal or objective was cited, whether it be a broad ultimate goal or a narrow immediate one.

In summary these three main steps in social action were developed,

- 1. People who are affected by a problem see it.
- 2. They find out who can help and take the problem to that person.
- 3. That person or organization then begins working toward a solution,

These steps pave the way for all other aspects of social action, the use of resources, planning, and evaluation of the progress, etc.

The third session of the clinic centered discussion first on how public health agencies can inform the public of existing health problems to achieve adequate financing and better health services.

Methods of so doing would include:

- 1. The judicious use of outside experts or resource people. It was thought that such experts should be used as advisors to the local health agency staff but not directly with the community. Rather, it should be the local agency personnel themselves who should stimulate the carrying on of the campaign in their own communities and encourage community participation. The experts should be used primarily in the evaluation of the problem, in interpretation and in helping to plan the campaign. The proper timing in the use of such resource people is essential.
- In some parishes which successfully passed millage tax, there
  was no open campaign, as unit personnel had been urged to
  leave the matter to the proper authorities. This method involves
  the use of elected officials.
- 3. To avoid the criticism of "empire building" against the State Health Department of wanting greater funds for the purpose of employing a large staff, it was thought that the State Agency should not be too active itself, but use specialized groups "to beat the drums".
- Newspaper and radio publicity are essential as well as contacts with representatives of many groups.
- 5. Mention was made of the technique used in Bogalusa where the tax rolls were scanned to obtain the names of property owners, particularly those with large holdings, who were then contacted in face to face interviews, to persuade them to vote for the millage.
- 6. The importance of considering the attitudes and desires of people themselves for improved health programs was cited. Natural leaders are often more influential than the big-name individuals who are accepted as the leaders in the community.

The discussion next moved to analyzing opposition to the millage tax. One of the group said that people with property and large holdings feel that they bear the burden of taxes, but the services offered are for indigent people who use the bulk of the preventive treatment services. It was brought out that not many people are aware of the so-called "general hidden services" of health agencies, i. e., the environmental sanitation regulations for pure water and for sewerage disposal, food and drug services, laboratory services and vital statistics recordings to mention only a few.

Another source of opposition were those favoring greater financial support from the State Treasury. It was pointed out that it was unfair to some parishes to pay a millage tax in addition to State and Federal taxes for health services, which other parishes also receive without paying a millage. The point was made that the State Legislature should appropriate sufficient funds to the State Health Agency to provide uniform services in the various parishes. This means formulating a good legislative program and selling it locally to the elected Representatives and senators long before the Legislative Session so that they will pass it.

The comment was made that this would leave out participation at the local level but this was negated. It was said that all the known techniques could be used on the electors by the health personnel in the various parishes. The elected officials could be asked to visit the health unit, programs could be discussed with them and their help and advice requested. When such people get the idea they are needed and when they feel they are participating, they will work for the program.

It was suggested that both State and local financing might be needed. Certain basic health services might be provided by the state and the "luxury" services could be supplied in packages of varying sizes according to the additional funds the local community is willing to purchase. It was thought by some in the group that a sales tax instead of a millage tax could be used to purchase the "luxury services." One person in the group felt there were no so-called "luxury" services, all public health services being necessary to assure good health for people.

Someone else suggested that the Health Department charge for services, such as laboratory services, clinic services, etc. The legality of this was questioned although the Bedding and Mattress Inspection Section of the Health Department is currently charging for inspections.

The clinic next considered two questions assigned to it at the general session. (1) How to communicate a need; and (2) How to overcome resistance to change.

On "How to Communicate a Need" the group had the following suggestions:

# I. Use of Face to Face Contacts

 Use the Civil Defense "grapevine" device, I tell you, you tell two, they tell four, etc.

- 2. Determine whether or not a need exists and go back to the people who need the service. A lay person already motivated, who had a conviction about an existing need can be a powerful selling agent with civic and official groups.
- Professional people need to put more effort into finding the natural leaders with a felt need in the consumer public,
- 4. We can't expect to have one leader speak for the needs of all consumer groups. There should be leaders from the different groups who will speak of their needs.

II. Use of usual and accepted methods of communication such as newspaper, radio, etc.

III. Use of special placards in restaurants, rest rooms or on drinking fountains, etc. calling attention of the public to the "hidden services" of the public health agency.

IV. Use of Parish Boards of Health or advisory council group in an advisory and public relations capacity to help disseminate information about the agency and obtain good will in the community.

In discussing "How to overcome resistance to change" the following three groups would need to be considered.

- 1. Opposition
- 2. Neutrals
- 3. Friendly group on our side we hope.

In discussing how to deal with the opposition, some thought we might join the group. We should attempt to understand their point of view and not only try to understand their arguments, but put ourselves in their places. Once we know how they think, we can find the proper response to persuade them to see things our way. If a thing is worthwhile, the opposition begins to see its value.

Often the proper use of a dramatic incident helps turn the tide. If none occurs naturally we can create one, if necessary and publicize it. A dearth of one type or another is good publicity for public health, but the publicity must be slanted so that it has bearing on the total program.

People often lack the courage to take a stand. Groups are not always willing to take the initiative. They postpone a thing indefinitely. Unless someone has courage, we're lost. We need a positive approach to overcome apathy. In dealing with apathy we must find out the grounds on which the apathy is based. We must analyze the opposition to see if it is factual or prejudice.

How to overcome the opposition must be based on reasons opposition has.

Starting back further we need to know what groups oppose you; to know where our allies are, and where the opposition is just lack of interest. We must prepare interesting materials for different groups.

If you can make them conscious of the hidden services of the Health Department you'll have the people's backing.

In summary the suggestions for dealing with the opposition;

- 1. Analyze whether opposition is factual or just prejudice.
- Develop an educational program. Use individual approach as well as group approach. Capitalize on a situation even if you have to create it. Once you have one dramatize it.
- 3. Break down opposition when you find it; don't waste time anticipating it.
  - 4. Make personal contacts. The best way is by actual contact with the individual; have coffee with them and overcome their resistance by getting friendly with them.

The group reiterated the following points:

- 1. Analysis of the opposition is the first thing we must do.
- We must develop the technique of approaching the opposition through a group approach and an individual approach.
- We must have figures and statistics through fact-finding or a survey. This is an intellectual approach as contrasted to an emotional one.
- 4. The value of listening to the other person to get the feeling tone was cited. Once the opposition gets the idea that you appreciate his point of view, he begins to change. This was brought out in the movie "Tale of Two Towns."
- We need to consider who is the best equipped to tackle the opposition. Furnish the information to a dynamic person without an ax to grind.
- Once you have the information, organize it and present it in a business man's language.

Discussion of differences in approach to friendly groups, neutral groups and the opposition brought out these points.

- 1. With the friendly group we must know how to utilize their services.
- With the opposition, we need to analyze them and either join with them to convert them or have them join you. We need to use both the personal and group approaches.
  - 3. With the neutral group which we hadn't yet discussed, we should know how to survey them and what technique we should use to get them to participate. We need to see what their interests are and appeal to these using both an intellectual and an emotional approach. We can't ignore the neutral group. They might go on either side of the fence and we want them with us.

In final summary of the discussion on the question, "How to overcome resistance to change", these points were reiterated.

- 1. We must know our friends, the neutrals, and the opposition,
- 2. We want to keep our friends friendly by having them participate.
- 3. We want to sway the neutrals to our side, being careful not to let them feel ignored since this might make them join the opposition.
  - 4. In dealing with the opposition, "who resist change", we need first to analyze their opposing views, determine whether or not they are based on fact or prejudice, use an intellectual and emotional approach through personal and group contacts to the key persons, be interested in their point of view so they know you are listening to what they say. This way you get the feeling tone. Be careful who is selected to tackle the opposition, because personality is important. Simple friendliness over a cup of coffee is a very good way to overcome resistance.

in regard to the use of experts, we must remember that the expert's personality, professional competence, and the respect he commands are all important. Also important is keeping the community informed through progress reports and interpretations by the expert reporting back. Likewise, we need to know the character or pulse of the community in which the work is to be done. The climate of opinion is important.

opposition. Furnish the information to a dynamic person with

#### Services for the Aging

#### The New York State Plan

The New York State Joint Legislative Committee on Problems of the Aging was established in 1947 and is selected for this clinic because this group has been working on a coordinated program longer than any state or national group and has gathered valuable experience which is applicable to other kinds of state organizations as well as to counties and local communities.

#### Organization

The Committee is made up of four members of the Senate and four from the Assembly under the chairmanship of Senator Desmond, who has himself great personal interest in the needs of older people. While the Committee was appointed according to political practices in governmental bodies, it was agreed by both parties that the work of the Committee would be non-political throughout and that no person or party would attempt to make political capital from its activities. The Committee has a professional staff and clerical help on a full-time basis. It is reappointed annually, and there is no certainty from year to year as to its continuance. It was originally conceived of as a temporary committee. It has three kinds of advisory groups: (1) An inter-departmental advisory committee composed of the commissioners of the various state departments. (2) A committee of general advisors and three advisory committees in special fields. (3) An unofficial consultant group made up of elderly people.

# Functions of sail down need and notional switching at last we did quote

The basic functions as outlined in the beginning were problem identification and problem solving. The Committee has no administrative responsibilities of any kind. Its purpose was to formulate and coordinate efforts of all state departments on behalf of older people; to work with volunteer committees in communities where such had been established and to encourage the organization of such committees where they did not already exist; to carry on appropriate research which could not be logically assigned to any other body; to make recommendations on needed legislation; to carry on a program of public education independently and in cooperation with other organizations public and voluntary.

#### Activities

- Public Hearings: Public hearings lasting an entire day are held annually.
- 2. Report: An annual report of the Committee appended to a record of the public hearings is issued annually (these reports have provided some of the most useful information in the field of gerontology and are distributed on a national

rather than a state basis).

- 3. Research: Numerous research projects which have been undertaken to secure accurate information about the needs and living conditions of older people in the state.

  These include surveys relating to employment, old age assistance, etc. Three international surveys were also conducted.
- 4. Public Education: Public education during the past six years has culminated in the designation of May as Senior Citizens Month with concentrated efforts on publicizing programs and needs during this time. Monthly releases are prepared for newspapers, radio and TV commentators, etc. A news letter is issued periodically and special bulletins are prepared on specific subjects for organizations and individual older people.

#### Stimulating Activity by Other Groups

Through the official inter-departmental advisory committee, the state departments such as education, mental hygiene, labor, etc. have greatly augmented their activities for older people. The N. Y. Legislative committee itself has held several training institutes and workshops in such specific areas as recreation, employment, and adult education utilizing persons from State departments and others. It has also developed regional teams of speakers and consultants in addition to the staff members to work with local communities desiring to initiate or further develop programs for older people.

Although some legislation has been initiated on recommendation of the group, the actual legislative function has been much less than had been originally anticipated. Many things have been accomplished through administrative order rather than legislation.

The experience of this Committee raises many questions for discussion, such as the advisability of any kind of state organization in this field; whether it should be official or voluntary; the kind of staff and financing needed; the various functions it can perform; its relationship to all kinds of state and local groups; its responsibility for direct service to older people etc.

### Clinic Discussion

The group in the clinic agreed, for purposes of discussion, to constitute themselves a hypothetical group, related to the Louisiana Conference of Social Welfare, which is concerned with services to the aging and desirous of taking some action.

In assessing the community climate it was agreed that there was sufficient recognition of a problem in this area and that concern to do something about it was widespread.

In getting at a statement and analysis of the problem, it was agreed that in this instance it is important to get a number of facts -

- a. Those facts already known and available
- b. Authoritative reports from experts
- c. Comparative information from other communities
- d. An integration and interpretation of all this material for local implications

Following these first steps, there is a need to evaluate. Some of the group thought that at this point it is necessary to tell the public how far the work has gone. The regional machinery of the Conference was suggested as a means of informing the public. This is a two-way process - getting something from the local communities as well as taking something to them. Formalized fact finding comes later and is the job of the commission or other official body.

At the point at which the State group goes to local communities it is necessary to have alternative plans and to keep channels of communication open between the regions and the State committee.

It is important in this process to assess where support is, where the problems are and who the opposition is. Recognition and support will come in different ways from different communities. In some it will be a recognition of the need for Golden Age Clubs, in others, nursing homes, and in others the employment of the aged.

The next session was spent discussing the time factor involved in working toward a State Commission, the techniques of legislation and the role of the social worker in such methods and techniques.

Considering the time element - November to May - it was recognized that a commission possibly could be established in that period but that the group might consider themselves fortunate to have some legislators who are just interested. Stress was laid on this being a year round program.

The following points were made concerning legislative methods and techniques:

1. Local committees must be encouraged. The basic principles, aims and goals come from the State group. People have to be active and working at the local level. Such groups are barometers for the State organization and give indications of when to enlist general support. Key local, political leaders should be included. Personal contact should be made with the opposition at the local level.

- 2. Legislators need material before the bill is coming up. However, if they have it too long before, it is shelved. Prominent, respected people should be polled to have them talk to legislators they know. Because legislators are so busy, they should be involved only at the time when their time can be most effectively used. They should not be harassed.
- 3. Who introduces the bill is extremely important. It should be someone on the majority party who carries weight, is quick on the uptake and a good floor fighter. This determines in some measure what committee the bill gets into.
- 4. Every effort should be made to get the Governor to include the bill in his message to the Legislature.
- 5. The drafting of the bill is extremely important. The committee never writes the bill. Experience and resources of national organizations should be drawn upon. The lawyer who takes responsibility in this should understand the legal aspects of the bill. More than one lawyer's opinion is essential. After the bill is written it should be taken to the Legal Counsel in the Governor's office.
- 6. Hearings can be well used or poorly used. The following points were made:
  - a. Enough people should be present to make an impression. The group must know that they sometimes have to insist on the right to be heard.
  - b. One person should serve as spokesman.
  - c. Some of the group should be known to the legislators so that these people can be questioned.
  - d. Members should know the answers.
  - e. It is just as important to be at the hearing against the bill as at the one for the bill.
- 7. Following through on legislation is essential. This involves knowing which committee the bill is in, as the opposition frequently uses this method to kill bills. It is important to have some people literally stay on the job to buttonhole legislators, know where committees are meeting and follow the bill around. Community resources can sometimes be used effectively in this process. Sometimes outstanding oldsters can serve as volunteer lobbyists. These people or others have to watch until the bill is actually signed to be sure that no wording is changed. Sometimes a State Department that has an observer or lookout present can be utilized.
- 8. Points to consider in choosing backers for the bill.

What groups back a bill is important. The power structure of the community has to be considered carefully. For instance a labor group might be vitally interested but because of their lack of prestige it might be better for them not to expose their backing. A more acceptable group should take the sponsorship role, and it is particularly important that the chairman come from a group with prestige. Sometimes there is value in having a person who is personally involved in the problems of the aged. This however, could be a liability in some instances.

#### The role of the social worker

There was agreement that the social worker at times played the following roles in carrying out social action:

- 1. The most frequent is to serve as a catalyst
- 2. To provide basic information regarding needs, services, etc.
- 3. To act by taking part as a special pleader because of expertness in a field

There was considerable discussion of this third point as to whether or not social workers should act personally. If the social worker is an expert and has the personality to do the job, then he should definitely take a part in social action and in legislative action. If he does not have these assets, then he shouldn't act. There was agreement that many social workers have been inept in legislative action. There are, however, others who have achieved distinction in their work, have learned the methods of social action, and have carried them out well.

It was agreed that social workers on the whole need to get outside of their own field more and build up relationships in other kinds of groups on a year round basis.

Reference was made to the fact that the AMA sends delegates to the National Conference of Social Work. Certainly social workers should be equally informed about the intent and actions of the AMA.

With create had a fell in humanian the permitted at the course of the common a false commonly man to be expectedly for the controlly for the course of their such as given when the course of their such as commonly of the course of their such as course of their such as course of the course of the

# the pale of the social water add.

There and agreement that the author factor of their played the collection

- The room of the country in an arrive of
- To growing having interestation regarding manner of
- To see the beauty part on a special phenolic increase of the sec-

There was the personal and personally. If the model within a company of the second surface of the second surfa

when agreed that special year hard and the sector was at one of the sector of the sect

Asteronce was made to the fact that the AMA acids delegant to the Helical Conteronce of Second Ware, Statistinky social services packed in equality selected object the intentions actions of the AMA

# Trends in Social Action

"Proceedings of the National Conference of Social Work,

1914 - 1952"

#### Social Action

Social action was the one phrase of community organization which showed a fairly even distribution of papers during the last 25 years of this period. Since 1928, there have been sixteen papers concerned with the promotion of legislation and seventeen papers on the more general aspect of social action. Only one year stands out as having any volume of such papers, and that was in 1935.

The one paper in 1928 was concerned with the work of the League of Women Voters in organizing the community for legislative reform. In 1929, William Hodson suggested five types of political activity in which the social worker might engage:

- L. Initiating and promoting social legislation.
- 2. Securing the appointment of properly trained personnel in public welfare departments.
- Promoting and maintaining good standards of service in public welfare departments.
- 4. Encouraging the establishment of new or the extension of old public welfare services.
- 5. Participation in the election of public officials, 3

Mr. Hodeon emphasised in this paper that social welfare workers should play and increasingly active and dynamic part in shaping the course of political and social life.

In 1933, Karl Borders, from the League for industrial Democracy, said that social workers must attack the whole profit system and join some body or movement in working toward a cooperative society, set forth with a clean-cut social philosophy. Mary van Kleeck, the following year, stressed that the standards of living of the working people should be the primary, if not the sole, concern of all branches of social work, 5 In Sophenisba P. Breckinridge's paper, she noted two responsibilities which

Extracted from Monna Heath, Trends in Community Organization, Unpublished Master's thesis, University of Michigan, 1953, 192 pp.

<sup>2</sup> Rockwood, #17, 1928.

<sup>3</sup> Hodson, #28, 1929.

<sup>&</sup>lt;sup>4</sup> Borders, #20, 1933. <sup>5</sup> van Kleeck, #36, 1934.

social workers have in terms of prospective legislative action to further both prevention and therapy. One responsibility is to record and report the cost in human misery and wastage from delayed and deficient revision of social relations and institutions. The other responsibility is to adjust the remedial measures undertaken to the definite and recognized social evils to be cured, <sup>6</sup>

In 1935, Grace Coyle said: "Every human activity must tell itself by its contribution to the vital changes that are remaking our society." Another author that year asked whether or not social workers should not organize and bargain collectively. He felt that they should be able to do this. Harry L. Lurie made the observation that the promotion of legislation was still a relatively unorganized phase of social work activity. He was of the opinion that social workers, in general, were tied up with the reactionary rather than the advancing forces of social change.

Helen Hall noted in 1936 that there were three areas where freedom was threatened; the question of war and peace; racial and religious prejudices; and the dilemma of unemployment and want. In discussing the role of group work in preserving freedom, she said that it would be poor group work to leave groups unconscious of the part they could play in changing their own living conditions. 10

The nature of social action was discussed by John A. Fitch in 1940. He suggested that social workers never act without a knowledge of facts. He emphasized that social workers need to prove, through excellence of professional performance, the skill, judgement, and mental and moral integrity which entitle them to be taken seriously. Mr. Fitch also recommended developing, through the professional associations, a sense of ethical obligation and joint responsibility in such matters, and he suggested developing protective organizations of employees in social work. Dorothy C. Kahn noted certain problems in the area of method if social workers were to be more active in social action. One problem is the agency connection of the worker and his relation to his client, Miss Kahn did say, however, that social workers were in the early stages of development of techniques of collaboration with various groups to the ends of social action.

In Harry L. Lurie's paper in 1941, he said that social action, to be effective, must involve democratic or people's organizations, including organized labor. Since social action breaks with past traditions, according to Mr. Lurie, it must find new definitions, new structures and new techniques. Sidney Maslen gave a report from the New York City Study Group on Social Action, and he listed eight factors found to be effective in social action. This study group felt that more study was needed regarding specific techniques for social action and lobbying for social legislation.

<sup>6</sup> Breckinridge, #4, 1934.

<sup>7</sup> Coyle, #21, 1935, p. 393.

<sup>8</sup> Douglas, #23, 1935.

<sup>9</sup> Lurie, #12, 1935.

<sup>10</sup> Hall, #26, 1936. 11 Fitch, #24, 1940.

<sup>12</sup> Kahn, #30, 1940.

<sup>13</sup> Lurie, #32, 1941

<sup>14</sup> Maslen, #33, 1941,

Paul L. Benjamin in 1945 noted certain techniques for securing social action, as follows:

- It should represent the coordinated effort of different groups and organizations.
- 2. Efforts should be made to secure wide-spread citizen support.
- 3. It should be drafted by experts.
- 4. Its legislative course should be steered by an expert. 15

That same year, Kenneth L. M. Pray noted that the responsibility of social work for social action is both an individual and a collective responsibility. He said that the client-worker relationships must be held clear for service only. In the agency-worker relationship, responsibility for social action is limited to problems encompassed within the agency's function, and the agency itself can act only within the area of its own internal agreement. Mr. Pray felt that the profession of social work was free to establish its own criteria of social structure and policy, although he noted that a professional association is limited in social action by its primary functional concern with professional standards. As far as the individual social worker is concerned, it was Mr. Pray's belief that freedom of the individual to engage in political activity should be conserved and protected, even though there is risk to the individual, his agency, and to the profession.

The role of county boards of public welfare in legislative action was discussed by Marjorie W. Foster in 1946. She noted that such boards are in a strategic position to interpret needs and recommend program modification. She said, "Active lay participation is not only important, but it is imperative to the continued existence of social work," 17

Rebert P. Lane made the observation that social workers are in greater danger of overbidding than of underbidding their hands in ititiating social action, especially in respect to councils of social agencies. <sup>18</sup> Eduard C. Lindeman observed that, "Social work may be said to be moving in the direction of democratic goals when it learns how to utilize its special insights and knowledge for the purposes of social action." <sup>19</sup> Although he remarked that social workers could help with both public opinion and with the constitutional method, he also said that professional responsibility in this area is beclouded by professional preconceptions which hold social workers in check. For one thing, Mr. Lindeman believed that social workers are uncertain as to the areas of competence represented by their craft. Also, they have misgivings as to the effect social action may have on their professional standing, and whether conflict may follow if their social action goals are counter to the interests and attitudes of those whose financial support sustains their agencies. <sup>20</sup>

<sup>15</sup> Benjamin, #2, 1945

<sup>16</sup> Pray, #34, 1945

<sup>17</sup> Foster, #7, 1946, P. 311

<sup>18</sup> Lane, #31, 1946

<sup>19</sup> Lindeman, E. C., "New Patterns of Community Organization." N. C. S. W. Proceedings, 1948.

<sup>20</sup> Ibid.

Another observation was made by Jane M. Hoey in 1949. She pointed out that social workers too often work alone in their efforts to seek recognition of human rights. She recommended accumulating facts on a scientific basis and learning to interpret them so that there would be a meeting of minds with other professional and lay groups. 21 In 1949 and 1950, there was an emphasis on the role of social planning bodies in social action. Sydney B. Markey discussed legislative procedures and problems in community welfare councils, and he distinguished between the orthodox council of social agencies and the community welfare council, in that the latter can proceed on broad issues in its own name without checking back with individual agencies. However, he said that many councils avoid the follow-through which is essential to implement legislative action. According to Mr. Markey, one of the most helpful signs in the last decade of centralized social planning history has been the fact that techniques are being developed to deal with legislative bodies. Where councils are active in legislative matters, he says that they are achieving a status of citizen participation and acceptance essential to the centralized social planning movement. He concluded that, "A council which professes to be an overall body concerned with health and welfare needs cannot stay out of the legislative field, " 22

Violet M. Sieder re-emphasized the need for community welfare councils to study legislative and social action techniques more definitely. She noted that these councils are speaking up more, as social action has become a recognized part of the social planning job. She observed that two deterring factors in the past (fear of loss of financial support and of tax exemption) are either baseless or less important, 23

Virginia Ferguson summarized the major developments in social work during the last fifty years at the Conference in 1950. In regard to social action,

It has also been pointed out that social workers themselves seem to be less active in the matter of securing social reform and that there has been an increasing tendency to look to groups outside social work as action bodies. 24

Mrs. Ferguson made the additional comment that the professional associations in social work are doing most of what is being done within the profession in respect to social reform.

<sup>21</sup> Hoey, #49, 1949-8

<sup>22</sup> Markey, #14, 1949-s, p. 241

<sup>23</sup> Sieder, #35, 1950-s

<sup>24</sup> Ferguson, V.S. "Fifty Years of Social Work."
National Conference of Social Work Proceedings,
1950 Social Welfare Forum.

Resolutions-1953

Seclupe:

1. General Information:

2 Constitution

3 List of Tocuments, useful

4 Committees.

5 List date of resolution to

upper it side

DRAFT

Index

of

Executive Committee Resolutions

Oct. 1, 1948 - June 5, 1953

National Conference of Social Work

(October 15, 1953)

#### FOREWORD

The need for an easy and convenient method of finding pertinent decisions made by the Executive Committee has been apparent for some time. Therefore this "Index of Executive Committee Resolutions" has been prepared for the guidance of the staff and officers of the conference.

All Executive Committee minutes beginning October 1, 1948 to June 5, 1953 were reviewed and all major resolutions were carded on 3 x 5 cards. The following items of business were not catalogued:

- a. Elections & names of Committee members
- b. Approval of lists of organizations for associate group and special group status, or exhibitors.
- c. Information on which no action was taken.
- d. Matters on which no further action was required or expected.

# TABLE OF CONTENTS

FOREWARD	PAGE
Annual Forting	
annual mount	
Evaluation	1
Financial Consideration	1
Literature Distributions	3
Daily Bulletin	3
Annual Meeting of Members	4
Youth Participation	4
Discrimination	4
Program of Annual Meeting	4-6
Public Relations Center	7
Personnel Referral Service	7
Registrations	7-8
Selection of Site	8-10
Area Representatives Plan	11
Associate Group	12-20
Award - N.C.S.W.	21
Budget	22-23
Constitution & By-laws	24
Elections & Nominations	25-26
Executive Committee	27
Exhibits & Consultations	28-34
Eduard C. Lindeman Memorial Lectures	35-36
Laymen	37
Joint Committee on Program Planning	38
Incorporation	39
International Conference of Social Work	40-42
Membership Promotions	43-44
Miscellaneous	
Financing - requests for contributions	45
Traveling CBE	45
New York Office	45

#### Miscellaneous (continued)

Name and Seal 46-47
Publications 48-51
Regional Meetings 52-53
Personnel Practices 54-58
State Conferences 59
Study Committee 60

Date Earch E. 1852

Approved - the representations of the As inc Specition report for extinction of the Association of the Association of the Association and Staff to Implement these.

For westwation which sends sent the reads of the Progres Committee.

be birered at the 1913 around Seatings

Planeing - support from heat skip

Artist takens

appealed export from the last sixty.

SCR nerval Easting - toet in relation to situ sinces (Chicago

betas Jone 12, 1849 page 1 - 2

definitions a staff to make the oppositely adjustments in the input

ANNUAL MEETING Evaluation

Evaluation of the Annual Meeting

Date: March 9, 1951

page 4

Action taken:

Instructed - the President to appoint an independent committee, with Social Work Research Group representation and some over-lapping with the membership of the Joint Committee on Program Planning, to study the proposal of the SWRG that such a evaluation would be a long-range job, and to develop a feasible plan for evaluation which would meet the needs of the Program Committee.

# Application of the Admin Meeting - 1950

Date: March 2, 1952

Action takens

page 3

Approved - the recommendations of the Ad Hoc Committee regarding the objectives and scope of the evaluation of the Annual Meeting and instructed the President and staff to implement them.

Authorized - the staff to determine the extent to which data could be secured at the 1952 Annual Meeting.

Financial Considerations

Financing - support from host city

Date: Oct. 1, 1948

page 4 and 6

not remove a Service a County but the new as it which

Action taken:

Approved - recommendation that a plan be developed to secure special support from the host city.

1952 Annual Meeting - cost in relation to site chosen (Chicago)

Date: June 12, 1949

page 1 - 2

Action takens

Authorized - staff to make the necessary adjustments in the Annual Meeting structure to bring the cost, which would be increased by

the lack of a multi-convention facility, within our estimated income.

Authorized - staff to discuss with representatives of the Chicago social welfare community the possibility of financial support.

# Streamlining of the Annual Meeting in view of financial situation.

Date: June 14, 1949

pages 7 - 8

Action taken:

Instructed staff to study following proposals and make specific recommendations to E. C. :

1. Seating capacity for general sessions

2. Reduction of cost of production of Final Program

3. Reduction of service to pre-Conference meetings for which there is no charge.

4. Examination of cost of publishing Daily Bulletin

# Paying Sponsors for the Annual Meeting

Date: April 28, 1950

page 10

Action takens

Agreed - to investigate the possibility of establishing a list of paying sponsors for the National Conference as a more or less permanent group, paying a certain amount to the Conference.

## "Sponsors to the Annual Meeting"

Date: Nov. 4, 1950 page 8

Action taken:

Proposal rejected - concerning "sponsors for the Annual Meeting".

# Program - payment of expenses for non-social work speakers.

Date: March 6, 1953

page 8

Action takens

Approved - that the Conference make a small sum (\$100) available to each section and Common Service Committee to use as it thinks best for the payment of non-social work speakers for expenses.

## Literature Distribution

# Affinel Meting - Adistribution of literature. Regulations for free literature table.

Date: May 18, 1951

page 4

Action taken:

Decided - that routinely, in the Conference Bulletin, a notice should be run concerning the Conference rule about the distribution of literature and the table of printed material.

Instructed - the staff to bring to the next meeting, a draft of regulations for the free literature table.

# Annual Meeting -Ofeel Atelantic Table

Date; Nov. 9, 1951

page 5

Action takens

Approved - recommendation that the Free Literature Table should be manned by volunteers

Rejected - suggestion that only publications issued or sponsored by the Associate Groups should be shown there.

Voted - that an appropriate sign should be displayed at the table.

# Amnual Meeting - 1952 Unauthorized distribution of literature

Date: May 30, 1952

page 5

Action taken:

No action taken - concerning the distribution of literature by the Chicago Social Workers Peace Forum, since the organization does not hold a membership in the Conference.

Daily Bulletin - Guiding principles. Promotion material for meetings held in conjunction with the Annual Meeting.

Date: June 5, 1953

page 4

Action taken:

Agreed that no action be taken with regard to incident during the week of the Annual Meeting of unauthorized distribution of literature.

pier-printing at Beliries & Boriel Work

Staff instructed to prepare a draft of a statement of guiding principles for the Daily Bulletin for the November meeting of the committee.

is interpational Sectal North

Other

of Members Annual Business Meeting - Credentials Committee

Date: Jan. 24, 1949

page 1

Action takens

Authorized - the President to appoint approximately four members to serve as a Credentials Committee for the Annual Business Meeting, to check the active membership status of persons attending the meeting.

## Menual Mosting - Youth participation

Date: May 18, 1951

page 3

Action taken:

Referred - the question of how the details of participation of youth in the 1952 Annual Meeting should be worked out by the Program Committee.

## Ambury Maching - 1952 - discrimination

Date: May 30, 1952

page 5

Action takens

Formal protest - to be lodged with the management of the Conrad Hilton Hotel concerning several allegations of discrimination in respect to the housing of members of the Conference. Copies to be sent to the Chicago Convention Bureau and the Chicago Commission on Human Relations.

functional and personal story groups to interest then in

to sak Donarder Beiretary to contact pro-

Program

Date: Oct. 1, 1948

page 9

Action takens

#### Approved - recommendations of the Program Committees

- a. that the 1949 Conference adjourn with a General Session on Friday evening.
- b. that the following one year Sections be established .
  - 1. Social Research
  - 2. Inter-relation of Religion & Social Work
  - 3. International Social Work

## Report of Program Committee concerning 1950 Annual Meeting

Date: Oct. 8, 1949

page 11

Action taken:

Approved - four resolutions submitted by the Program Committee concerning the 1950 Annual Meeting.

## Ampel Aparite - General Sessions - Program

Date: Nov. 9, 1951

page 2-3

Action takens

Carte blanche - given to President to proceed as he felt best in light of Committees discussion General agreement - that some kind of a presentation of the points of view of the two major political parties be made, and that the speakers be given a list of questions to be covered.

Strong feeling - that attacks on public welfare should be openly faced and answered.

#### Civil Liberties - symposium and committee

Date: Oct. 31, 1952

pages 13-14

Action taken:

Decided: (1) to direct Program Committee to set up a symposium on Civil Liberties at the 1953 A. M.

(2) to ask Executive Secretary to contact professional and perhaps other groups to interest them in setting up a committee to take action in this direction.

\*\*\*\*

#### ANNUAL MEETING (continued)

# Program Committee - role of the Committee on Professional Education (in view of est. of Council on Social Work Education)

Date: March 6, 1953

page 2

Action taken:

Agreed - no change could be considered in the status of the Committee on Professional Education for at least another year.

Instructed-the Executive Secretary to consult with the officials of the Council on Social Work Education regarding responsibilities at the Annual Meeting.

#### Common Service Committees - Committee on Personnel - name change

March 6, 1953

page 2

Action taken:

Approved - change of name of Committee on Personnel to Committee on Personnel and Administration

## Program Committee - Criteria for guidance

Date: May 31, 1953

page 3

Action taken:

Approved - statement of criteria for the guidance of the Program Committee, with the suggestion that the sentence containing the term "endorsement", in 2. e., be rewritten.

#### Program Committee - Program - Basic Issues for Forum Treatment

Date: May 31, 1953

page 3

Action takens

<u>Authorized</u> - staff to have statement on basic problems and issues dittoed in its present form and transmitted to the Program Committee for further study.

Additional issue suggested - relative role of the state and federal governments in assuming responsibility for social welfare services.

Annual Meeting (continued)

### Public Relations Center at Annual Meeting

Date: Oct. 8, 1949

pages 9-10

Action taken:

Rejected - proposal that the Conference sponsor a Public Relations Center at the Annual Meeting, the sum of \$500 to be included in the budget.

## Annual Meeting - Personnel referral service.

Date: Oct. 31, 1952

pages 5 - 6

Action takens

Agreed - with Subcommittee B, that the Conference whould take the initiative in developing a more adequate personnel service. Instructed Executive Secretary to develop plans for this service. He was instructed to confer with Associate Groups and employment agencies. Agreed upon description of service to be offered, and discussed personnel and financing.

## Registration

# Registration fees for Annual Meeting

Oct. 1, 1948

pages 5 - 7

Action taken:

Approved - recommendation that Attendance fees of \$3.00 and \$5.00, charged at Atlantic City, be retained for the Cleveland Meeting.

# Annual Mosting - registrations

Date: Oct. 8, 1949

pages 2-3

estion Pearstary to take the hap-

Action takens

Approved in principle - two proposals made by the Executive Secretary to correct some weaknesses in the registration procedure, and referred them to a subcommittee on Relationships with Associate Groups. Adopted - Proposal 3 concerning registration badges for evening General Sessions with a proviso. Adopted - Proposal 4, raising non-member fee.

dwoce fulledts fr. the bose of

## Annual Meeting - registration period - extension to cover pre-Conference groups

Date: Nov. 4, 1950

page 6

Action taken:

Approved in principle - the recommendation that the National Conference registration period be extended to cover the pre-Conference groups.

Instructed - the staff to transmit this decision to the Associate and Special Groups and ask for comments concerning its application in 1952.

## Adda Deting - Agency Delegates - registration

Date: Oct. 31, 1952

page 6

Action takens

Approved - that agency members be required to register all delegates in advance of the Annual Meeting beginning in 1953.

Selection of Site

### Time and Place for 1951 Annual Meeting

Date: Jan. 24, 1949

pages 4-5

Action takens

Approved - the report of the Time and Place Committee subject to the support of the majority of the local social work community for holding the Annual Meeting in St. Louis in 1951.

Authorized - the Executive Secretary to take the necessary steps, including payment of deposit, to insure having Atlantic City as alternate for 1951. Time and Place Committee to exercise the authority for final decision.

## Location of 1953 Annual Meeting

Date: June 17, 1949

page 10

Action takens

Recommended - for the attention of the incoming administration that the 1953 Annual Meeting be held on the West Coast, and that such a statement be published in the Conference Bulletin in the hope of

securing continuing support of our West Coast members.

# About Mosting - time

Date: April 28, 1950

page 9

Action taken:

Consensus - that the last week in May is the most desirable time for holding the Annual Meeting.

### Site for 1955 Annual Meeting

Date: March 10, 1951

page 6

Action taken:

Instructed - the staff to enter into negotiation with St. Louis in the hope that progress would have been made on the racial discrimination problem. If this could not be worked out, the other cities to be investigated, in order of preference, were:

- (2) Milwaukee
- (3) Chicago
- (4) Cleveland

## Location of 1953 Annual Meeting

Date: Nov. 9, 1951

page 7-8

Action taken:

Authorized - staff to communicate with any group on the West Coast which seems desirable to describe problem including reluctance to change choice of San Francisco.

Option in Detroit or Cleveland to be secured if no change in financial prospects. Should this be necessary, it is hoped that the 1955 Conference will be able to go to the West Coast.

## 1956 Annual Meeting - site

Date: Oct. 31, 1952

page 12

Action taken:

Decided - to take no other option for 1956 than for St. Louis.

Instructed - staff to check experiences of other conferences there in regard to discrimination and secure final clearance from the local group in St. Louis

### 1955 Annual Meeting - San Francisco

Date: Oct. 31, 1952

page 2

Action takens

Suggested - that agency members of the Conference be requested to make special budgetary plans for attendance of delegates at the 1955 Annual Meeting.

### Evaluation of Area Committee Program

Date: Oct. 1, 1948

pages 6-7

Action taken:

Referred - the evaluation of the Area Committee Program to the Conference Study Committee.

### Area Representative Plan

Date: March 10, 1951

pages 8-9

Action takens

Accepted in principle - suggestions to be forwarded to the new committee on Relationships with State Conferences, that more effort be made to acquaint all parts of the Conference with the plan and the names of the representatives, and that the subcommittee accept responsibility for the Area Representative Plan, so that it would be a function of the Executive Committee and not of the staff.

### Membership Participation - Area Representatives

Date: Nov. 9, 1951

pages 5-6

Action taken:

Referred back to the subcommittee - the problem of the program for membership participation. It was felt that experiments and concentration of efforts in selected areas might be helpful in determining the best over-all plane

Instructed - President to write to the Area Representatives for suggestions, and notification if they are not working.

Agreed - that the subcommittee should consider various methods of securing membership participation.

Membership participation on country-wide basis. "Area Member-ship Participation Plan"

Date: May 25, 1952

page 3

Action taken:

Discontinued - area representative plan on a national scale.

Hoped that the organization of the Executive, Nominations, and Program Committees on a geographical basis would provide necessary machinery for country-wide participation.

# Combined A. G. Lectings & Special Groups

## Combined Associate Group Meetings - participation of non-Associate Groups in planning.

Date: March 2, 1952

Action taken:

Decision deferred - concerning the participation of non-Associate Groups in planning the Combined Associate Group Meetings, (until the next meeting of the Executive Committee.)

## Combined Associate Group Meetings Standing committee proposed

Date: March 6, 1952

page 7

Action taken:

Accepted - proposal that standing committee on Combined Associate Group Meetings be established, consisting of eleven members. Two main functions of the committee defined.

### Annual Meeting - Combined Associate Group Meetings

Date: May 25, 1952

Action taken:

Approved - the continumance of the program of Combined Associate Group Meetings as a regular activity.

Soint Committee of Trade Unions an Speich Work

Associate Group status - Joint Committee of Trade Unions in Social Hork

Date: April 24, 1950 page 7

Action takens

Adopted - suggestion that the question of the Associate Group status of the Joint Committee of Trade Unions in Social Work should be reopened for discussion at the next regular meeting of the Committee.

# Associate Groups and Special Groups applications

Date: April 28, 1950

page 8 Attachment #2

Action takens

Adopted - resolution that the Joint Committee of Trade Unions in Social Work be excluded from the list of organizations approved for Associate or Special Group status because the reason which prompted the Conference to accept it orginally no longer exists and because its continued affiliation is not calculated to enhance the professional standing and interests of the Conference.

# Associated and Spional Conbups - Applications

Date: Nov. 4, 1950

pages 3-5 attachment #2

Action taken:

Approved - the Community and Social Agency Employees Union, as a Special Group for the 1951 Annual Meeting. Disapproved - the application for Associate Group and booth status for the 1951 Annual Meeting of the Joint Committee of Trade Unions in Social Work, because of the expulsion of this organization by the CIO.

# Associate Group Status of the Joint Committee of Trade Unions in Social Work.

Date: March 10, 1951

pages 7-8

Action takens

Instructed - the Executive Secretary to inform the JCTU that the matter of Associate Group status was closed for 1951, but that a meeting should be held with their representatives to discuss application for 1952, if submitted. He was also instructed to assemble as much factual material as possible concerning JCTU for Committee members of meeting.

Decided - to publish a brief story in the next issue of the Conference Bulletin, containing a statement concerning the decision in November not to approve the status of the JCTU.

14

# Application for Associate Exemplated Joint Committee of Trade Unions in Social Works

Date: Nov. 9, 1951

page 3

Action taken:

Censensus: - that no action be taken for 1952 concerning the application for Associate Group status of the Joint Committee of Trade Unions of Social Work, since there has been no answer to questions directed to this group last April, but that they should be informed that the Conference would gladly discuss future presentations.

General

### Associate Groups - application for status

Date: Oct. 1, 1948

page 8

Action taken:

Referred - four applications for Associate Group status of the Committee of Admissions - Associate and Special Groups with power to act.

### Associate and Special Groups - Annual Meeting plans

Date: June 14, 1949 page 6

Action taken:

Instructed - the Executive Secretary to inform the associate and special groups of the plan for the 1950 Annual Meeting, of formal sessions on Mon., Wed., and Fri., and associate group meetings on Tues. and Thurs.. in accordance with the recommendation of the Conference Study Committee.

### Relationship of the National Conference to Associate Groups

Date: Oct. 8, 1949

pages 7-8

Action taken:

Authorized - the appointment of a subcommittee to undertake an intensive study of the relationship of the National Conference to Associate Groups. Any contemplated change in policy may not be put into operation until 1951 but every attempt should be made to encourage its adoption on a voluntary basis in 1950.

## Associate and Special Groups - applications

Date: Oct. 8, 1949

pages 10-11

Action taken:

Approved - suggestion of Executive Secretary that two possible Associate or Special Groups (a social research group and a special group to promote a meeting on housing) should be authorized even though no official applications have been made because of the Program Committee decision that no additional Sections be added to the orginal twelve.

# ASSOCIATE LAND SPECIAL LOROUS

# Associate and Special Arbids - financial question

Date: April 23, 1950

page 5

Action takens

Decided - that with a view to reaching firm decisions for 1952, the report under discussion of the failure of the dues of Associate Groups to pay enough to cover the costs of services rendered, should be sent to all the Associate and Special Groups for their consideration, and a series of meetings arranged in the fall.

### Participation of trade unions in the Conference

Date: April 28, 1950

page 9

Action taken:

Instructed • the staff to initiate discussions with the trade union leadership which may possibly lead to the establishment of a trade union advisory group in order to increase the participation of trade unions in the Conference and to define such participation and the appropriate relationship.

# Associate and Special Groups - Applications

Date: Nov. 4, 1950

page 5

Action taken:

Approved - the admission of the National Urban League to Associate Group status for the year 1950-51.

# Associate and Special Groups - Telationship with the Conference.

Date: March 10, 1951

page 7

Action takens

Approved - new provisions proposed by the subcommittee, concerning the relationship between the National Conference and the Associate and Special Groups.

# Annual Meeting - circulation of literature \* Joint Committee of Trade Unions in Social Work

Date: May 18, 1951

page 4

Action takens

Committee went on record as recognizing that there had been a violation of a Conference rule at the Annual Meeting, by an organization that had previously been an Associate Group and was reapplying for that status, and that the organization had been in possession of a copy of the rules.

Associate Groups - special assessment

Date: Nov. 9, 1951

page 4

Action taken:

Upheld - action of March 10, 1951, that the special assessment should be mandatory for 1953, and that any request for special consideration must be submitted to the Executive Committee in writing, in disagreement with the subcommittee recommendation that the 1953 payment be optional.

## Criteria for Associate Oppurstative

Date: Nov. 9, 1951

page 5

Action taken:

Suggestion adopted - that the staff prepare a more specific statement of criteria for Associate Group status, for consideration at the next meeting of the Executive Committee.

## Atsortate Groups - prospects

Date: Nov. 9, 1951

page 4 - 5

Action taken:

Authorized - Executive Secretary to invite applications for Associate Group status from appropriate national agencies.

Extensions of time granted - to three organizations which had not yet submitted their 1952 applications.

? Literature

### ASSOCIATE AND SPECIAL GROUPS (continued)

# Associate Groups - prospects

Date: Nov. 9, 1951

page 4

Action takens

Instructed - the President and the Executive Secretary to take whatever steps deem suitable to encourage the Girl Scouts of America and the National Board of the Y.W.C.A. to reconsider their action in not making application Approved - proposal that the National Mid-century Committee for Children and Youth be invited to apply for Associate Group status

# Humane Association

Date: Nov. 9, 1951

page 4

Action takens

Tabled - this application for Associate Group status, and recommended that the staff secure further information for a later decision.

# Associate Stone - Applications

Date: Nov. 9, 1951

page 4

Action taken:

Approved - application of the American Friends Service Committee for Associate Group status

# Non-Associate Group Meetings during Annual Meeting

Date: March 2, 1952

pages 1-2

Action taken:

Instructed - staff to prepare a proposal for charges based on "service rendered" which might be applied in cases of groups which are not Associate or Special Groups, which hold meetings during the period of the Annual Meeting.

Pult there may been for informatables of the Associate System

does not hold for its affiliates.

### Annual Meeting - Associate Groups Restricted attendance at meetings

Date: Oct. 31, 1952

Action taken:

Approveds as recommended by Subcommittee B that restriction of attendance at Associate Group meetings should be allowed on the basis of the forum method to be used, rather than membership. Restrictions should be clearly indicated in the program.

### Associate and Special Groups

Date: March 6, 1958 page 5

Action taken:

Approved - reduction of exemption of fee for the 1953 Annual Meeting be granted to four organizations which reported that they were unable to meet the required minimum, but that request be made that assessment fee be included in the 1954 budget of the org. Instructed - Exec. Sec. to send follow-up letters to five organizations which had not returned application forms for Associate Group status.

### Associate and Special Groups

Date: May 31, 1953

pages 2-3

Action takens

Approved - The National Association of Inter-Group Relations Officials, as a prospect. Staff Instructed - to explore with the U. S. Bureau of Indian Affairs, organizations promoting the interests of American Indiana. Officers and staff instructed to negotiate with union groups.

### Award - National Conference of Social Work

Date: March 6, 1953

page 2

Action takens

Approved - that President appoint a Committee to formulate a plan which would define the criteria to be used in the selection of the recipient of a National Conference award to replace the Survey Award.

## Award - National Conference of Social Work

Date: May 31, 1953

Gates fut- 5, 1985

page 3

Action taken:

Approved - proposal for National Conference of Social Work Award, with two reservations.

Suggested - that the staff make analysis of awards now being given in social work.

Date: Oct. 1, 1948

page 3

Action takens

Appointed - the firm of A. L. Peters, Columbus, Ohio to audit the 1948 accounts of the Conference.

Budget - presentation to National Budget Committee

Date: Oct. 1, 1948

pages 4 - 7

Action taken:

Approved - presentation of the 1949 Budget to the National Budget Committee.

Method and form of financial reporting

Date: Oct. 1, 1948

pages 4 - 6

Action taken:

Approval - of combining the Operating and Annual Meeting accounts
Approval - of the accrual system of accounting.

Budget for 1950

Date: Dec. 10, 1949

page 5

Action takens

Approval - budget as presented and amended, as a basis for operation for 1950, subject to review and revision, if necessary at the April meeting.

Approved - the simpler budget form and items for future use.

Selection of Auditor for Annual Audit

Date: Dec. 10, 1949

page 6

Action taken:

Approved - selection of A. L. Peters to audit the Conference books for 1949.

Requested - from the auditor more technical advice on the appropriateness of the methods used in bookkeeping and accounting.

### Budgets - 1951 and 1952 - National Budget Committee

Date: Nov. 4, 1950

page 8

parts 6-7

Action takens

Approved - recommendation that the 1951 and 1952 budgets should be submitted to the National Budget Committee.

#### Budget - transfer of funds

Date: Nov. 9, 1951

Action taken:

Authorization - Executive Secretary, in consultation with the President and Treasurer may transfer funds within the major items of the budget.

to the Emperitive Committee should receive the

### Revision of 1953 Budget

Date: Nov. 9, 1951 page 8

Action takens

Instructed- the Executive Secretary to revise the 1953 budget in line with the decisions made concerning the change of location of the 1953 Conference from San Francisco to a city where the costs would be lower.

### Reserve for Special Projects

Date: Oct. 31, 1952

pages 12 & 13

Action taken:

Set aside \$4,500.00 as Reserve for Special Projects. \$3,000.00 set aside for these two projects: analysis of membership and attendees at A. M., defining and describing of basic issues. An additional \$1,500.00 for possible promotion of agency membership through a national membership committee, subject to the submission and approval of a plan.

# Powers of the Executive Committee and of the Business Meeting of the Conference.

Date: March 10, 1951

pages 6-7

Action taken:

Adopted - resolution that a subcommittee of the Executive Committee should be appointed to draw up by-laws for the Executive Committee with the specific aim of implementing the constitutional statement concerning the powers of the Committee "between meetings", and also to revise the Constitution, making clear the powers of the Business Meeting.

# Constitution - powers invested in the Executive Committee and the Annual Business Meeting attendees.

Date: May 13, 1951

pages 2-3

Action takens

Instructed - staff to consult an attorney to determine the provisions of the Ohio Law concerning annual meetings of the members.

Agreed - that it should be clearly stated in the Constitution that the Executive Committee should manage the property and affairs of the Conference, but that provision must be made for referenda on request of a specified number of members.

Has Educations Consisted to define antive macherately to when Consumers for substance of determining eligibility

#### Revision of the Constitution

Date: May 18, 1951

page 5

Action takens

Instructed: the staff to change the proposed revisions of the Constitution into formal language, take them to a lawyer, and present them to the next meeting of the Committee.

#### Constitutional revisions

Date: Nov. 9, 1951

page 8

Action takens

Approval - of several Constitutional revisions recommended by subcommittee, to be submitted to the membership of the Conference with the ballot to be distributed early in 1952.

### Appointment of Sub-Committee on Nominations

Date: Oct. 1, 1948

page 8

Action taken:

Authorized - the President to appoint a sub-committee on Nominations. This committee will recommend a slate of nominations to fill present vacancies on the Editorial, Program and on the ballot for the Executive Committees.

### Appointment of a sub-committee on Nominations

Date: Oct. 8, 1949

page 11

Action taken:

Approved - the appointment of a subcommittee on Nominations to submit a slate for existing vacancies.

### Nominations - eligibility for office

Date: Dec. 10, 1949

page 6

Action takens

Approved - proposal that the date of Dec. 31 be used by the Nominations Committee to define active membership in the Conference for purposes of determining eligibility for Conference office.

# Elections - Executive, Nominations, and Program Committees - geographical representation.

Date: May 25, 1952

pages 1-2

Action taken:

Adopted: recommendation of the Committee on Nominations that beginning in 1953 the Executive and Nominations Committees should be constituted on the basis of geographical representation and that national Federal agencies should be represented by agencies at-large.

Instructed - staff to prepare recommendations concerning similar procedure for the Program Committee

ELECTIONS AND NOMINATIONS (continued)

Elections - nominations for candidates for Executive and Mominations Committees on a regional basis.

Date: Oct. 31, 1952

pages 10, 11, & 12

Action taken:

Approved - Adopting Federal Security Agency regions to nine region plan. Those to be elected on a regional basis should be elected only by members in the respective regions. Suggested - that a guide enumerating and describing special functions related to the regional basis of election, might be prepared by the staff.

Decided - that to present it is not feasible to consider a geographical or regional basis for Program Committee. Approved - staff recommendation that later a regional basis for the election of Sections might be considered, but at present the experiment would be confined to the Executive and Nomination Committees.

mandage half during the modes of the bound forcing.

### Membership of the Executive Committee

Date: June 14, 1949

page 9

Action taken:

Approved - proposal that the Chairman of the Nominations Committee become an ex-officio member of the Executive Committee.

# Payment of Executive Committee Travel

Date: Oct. 8, 1949

page 10

Action taken:

Approved - provision for the payment of Executive Committee travel in the 1950 budget, not to apply to those meetings held during the period of the Annual Meeting.

Instructed - staff to express to the absent members of the Committee its regret that the Conference cannot pay travel for the year 1949.

### Role of the Executive Committee

Date: April 25, 1950

page 7

Action taken:

Adopted - the suggestion that a small sub-committee be appointed to draft by-laws governing the Executive Committee for consideration at the next meeting.

### Executive Committee - Officers' Meetings

Date: Nov. 9, 1951

page 7

Action taken:

Approved - proposal that a meeting of the officers of the Conference should be substituted for a full meeting of the Executive Committee in March, and that expenses should still be paid.

#### General

### Commercial Exhibits - inclusion at Annual Meeting

Date: Oct. 1, 1948

pages 5 - 7

Action taken:

Authorized - President and Executive Secretary to formulate a plan for approval by the Executive Committee for the inclusion of Commercial exhibits at the Annual Meeting.

### Non-Commercial Exhibitors - promotion

Date: Oct. 1, 1948 pager 5 and 7

Action takens

Approval - of the development of a plan to increase the number of non-commercial exhibitors.

### Scale of charges for exhibit and consultation space

Date: Oct. 1, 1948

pages 5 and 7

Action taken:

Approval - of a review of the present scale of charges to Associate Groups for exhibit and consultation space.

## Commercial Exhibitors at the 1949 Annual Meeting

Date: Jan. 24, 1949

page 3

Action takens

Approved - report of safeguards added to the plan to permit commercial exhibits, including requirement of one-year contract, drawn in consultation with attorneys, giving the NCSW the power to reject unsuitable exhibits. Review of the procedure and experience to be made after both the 1949 and 1950 meetings.

### Annual Meeting - 1951 Booths

Date: Nov. 4, 1950

Action taken:

Approved - recommendation that the Conference provide an additional booth free of charge to the Social Work

Vocational Bureau in order to provide for the very large number of inquiries from non-member prospective employees and employers.

### Annual Meeting - exhibit booths - foreign countries

Date: Nov. 4, 1950 page 6

Action takens

Approved recommendation - that the invitation to exhibit at the Annual Meeting should be extended to foreign countries and that if circumstances warranted, the Executive Committee should be authorized to waive or adjust the fee on an individual basis.

### Annual Meeting - exhibit booths - state public welfare agencies

Date: Nov. 4, 1950

Appropriate or Edition of embedding

page 5

Action takens

Adopted policy - of inviting state welfare agencies in states outside of the area of the Annual Meeting to have booths at the regular noncommercial rate.

# Applications for Exhibit Booths

Date: March 10, 1951

page 7

Action taken:

Recommended approval - of two applications for exhibit booths, from the Commission of Chronic Illness and the American Dietetic Association, and three national organizations which had recently been offered opportunities to submit applications:

United Defense Fund United Community Defense Services United Service Organizations

Associate and Special Groups and Exhibitors - approval - 1952

Date: May 13, 1951

page 3

Action taken:

Approved - list of organizations having Associate or Special Group status in 1951, with the understanding that if the organizations indicate ability to meet requirements for status, staff could proceed with arrangements for 1952. Approved - 1951 list of commercial and noncommercial exhibit prospects for 1952.

### Annual Meeting - Exhibit prospects

Date: Nov. 9, 1951 page 4

Action takens

Approved - list of exhibit prospects (Attachment #2)

#### Annual Meeting Exhibit - public relations - Associate and Special Groups

Date: Nov. 9, 1951

page 3

Action taken:

Approved - proposal that there should be a special exhibit on public relations at the 1952 Annual Meeting sponsored by one or more of the Associate Groups. The Conference would be obligated only for space.

### Annual Meeting - services - Social Work Vocational Bureau booth

Date: Nov. 9, 1951

page 3

Action takens

Approved - that the Conference provide a free booth to the Social Work Vocational Bureau so that the Bureau can provide a limited service concerning job openings to both employers and workers. anthorization - or staff to past foligant on any applications for authorizations material excitation, makes the

### erable list of the Sational butty-rises Approval of Exhibit applicants - 1952 of regrested the above trade

Date: March 2, 1952

page 8

Action taken:

Recommended - approval of five exhibit applicants, with the understanding that the Cradle Society was

approved only because it was a Chicago agency and a member of the Welfare Council of Metropolitan Chicago.

Rejected - the Human Betterment Federation

#### Exhibitors - prospects

Date: Oct. 31, 1952

pages 3-4

Action takens

Approval of subcommittee recommendations:

1. Acceptance of exhibitors proposed and approved by the Film Council of America, providing staff finds standard of Council acceptable.

2. List of publishers presented by staff given approval as exhibitors.

3. Propriatory and profit-making institutions rendering individual, educational or treatment service, should not be solicited as exhibitors, but may be accepted if they meet certain standards. and approved by the Executive Committee, acting on a case-by-case basis.

4. Approval of two non-commercial exhibitors.

# Exhibit Space - applications

Date: March 6, 1953

page 5

Action takens

Approved two applications for exhibit space

Authorized - Executive Secretary and President to make decision in case applications are received between this meeting and Annual Meeting.

## Audio-Visual Commercial Prospects - acceptance

Date: March 6, 1953

page 5

Action taken:

Authorization - of staff to pass judgment on any applications for audio-visual commercial exhibits, using the membership list of the National Audio-Visual Association as a standard, since the Film Council of America cannot make such endorsements, and suggested the above trade association.

### Exhibits - Proprietary Hospitals and Institutions

Date: March 6, 1953

pages 5 - 6

Action taken:

Agreed - no promotion to be undertaken among proprietary hospitals and institutions for mentally disturbed persons because of the unavailability of standards.

Human Betterment Federation, Human Betterment League & Birthright Inc.

### Associate and Special Groups - admission to status. Booth Exhibitors

Date: Jan. 24, 1949

page 2

Action takens

Approved - applications for The United States Committee of the ICSW and The Pennsylvania Branch of the Shut-In Society (Special Group). Rejected - The application of the Cradle Society for a booth, because it was essentially local. Rejected - application of Birthright, Inc. to have a booth. Recommended an informal study. Approved - renewal for one year of the organization which had previously held booth status. Approval - granted for a selected number of non-profit social welfare organizations to exhibit at the 1949 Annual Meeting if they should apply. Approved - Recommendation that local and state organizations within the area of the Annual Meeting be accepted as exhibitors. Approved - new exhibitors, Social Legislation Information

### Associate and Special Groups and Booth Occupancy - applications

Service, Inc., and the Needlework Guild of America.

Date: Dec. 10, 1949

page 5

Action takens

Rejected - application of the Human Betterment League on the basis that it is not truly a national organisation. Accepted - application of the Anderson School. Approved - lists of booth prospects.

### Exhibitors - 1951 Annual Meeting

Date: Nov. 4, 1950

page 5

Action takens

Approved - list of non-commercial and commercial exhibitors as presented. (other than Associate and Special Groups)

Disapproved - the application of the Human Betterment

Association for an exhibit booth.

Disapproved - the application of the Human Betterment

Federation on the ground that the Conference did not have evidence that the Federation had become a national organization.

### Associate and Special Groups and Exhibitors - Approval for 1953

Date: May 25, 1952

pages 3-4

Action takens

Provisional approval - of list of Associate and Special Groups and Exhibitors, with the understanding that new applications be referred to the Executive Committee in the fall.

Instructed - Staff to secure additional data on Human Betterment Federation.

Instructed - staff to invite organizations listed to apply for A.G. status.

## Exhibit space - Application of Human Betterment Federation

Date: Oct. 31, 1952

page 4

Action Taken:

Requested - that the staff secure additional information from the state depts. of public welfare in the six states where there are Human Betterment Leagues; to secure additional information from selected councils of social agencies in those states; and to secure a special statement from Dr. Ellen Winston. Action deferred until O.M. in March.

34

EXHIBITS & CONSULTATIONS BOOTH(continued)

### Exhibit Space - application Human Betterment Federation

arettable from the Person I have Foundation.

Date: March 6, 1953

pages 6 - 7

Action taken:

Requested - that the Human Betterment Federation withdraw their application for exhibit space on the basis of criteria 1 and 4 of the section of Criteria for Admission or Renewal of Status contained in Provisions governing the relationships between the N.C.S.W. and Associate and Special Groups and Exhibitors.

Proposed that the sementical for the propert and pro-

#### Memorial Lecture Series

### Social Science Project

Date: March 9, 1951

page 2

Action taken:

Authorized - that a small committee be set up to consult with other agencies interested in the same objectives (promotion of closer Collaboration between social work and the social sciences) and to present a plan to the Executive Committee for the most productive use possible of the money available from the Russell Sage Foundation.

### Social Science Project

Date: Nov. 9, 1951

page 2

Action takens

Agreed - that a subcommittee of the Executive Committee should meet with representatives of other interested organizations and submit a proposal for the project for bringing about closer collaboration between the social sciences and social work, for which funds have been made available by the Russell Sage Foundation

### Social Science Project

Date: March 2, 1952

pages 2-3

Action taken:

Approved - in principle the recommendations of the Ad Hoc Committee on the Social Science Committee, including the appointment of a Preparatory Committee. Seven persons recommended for possible appointment.

Proposed that the consultant for the project not be appointed until the Preparatory Committee has outlined a a project in more detail for approval of the E.C.

## Social Science Project - financing and preliminary contacts

Date: Oct. 31, 1952

page 3

Action takens

Decided - that the Program Committee should be asked to plan a symposium at the Cleveland Meetings; and that the decision as to whether preliminary contacts should be made with other professional disciplines be left to the President and the Executive Secretary. Consensus - that the project should be pressed.

LINDEMAN, EDUARD C. (continued)

Social Science Project

Date: May 31, 1963

page 3

Action taken:

Approved - proposal for a social science project, with the additional recommendation that the lectures be known as the Eduard C. Lindeman Memorial Lectures.

## Membership Participation - voting procedure

Date: March 10, 1951

page 8

Action taken:

Approved - changed in voting procedure, designed to ensure more laymen being brought into active roles in the Conference.

Then constitute it to result sense. For returnstance to

### Incorporation of the National Conference Lapse in Illinois

Date: March 9, 1951

page 2

Action taken:

Adopted - resolution that the Conference should not remain unincorporated my longer than absolutely necessary, and that if incorporation in Ohio seemed simpler than complying with requirements for reinstatement in Illinois this should be done.

#### INTERNATIONAL CONFERENCE OF SOCIAL WORK

### Budget for 1949 - International Conference items.

Date: Oct. 1, 1948

pages 6 -7

Action taken:

Authorized - the Treasurer and Executive Secretary to incorporate in the 1949 budget proposals any special items for the International Conference recommended by the Special Finance Committee.

to added to the commitmental stand for manufactor recognition

### Financial plan - National and International Conferences.

Date: Oct. 1, 1948

pages 6 &7

Action taken:

Appointed - a committee to formulate a financial plan between the National Conference and the International Conference.

# Personnel - Executive Secretary serving as Secretary General, International Conference.

Date: Oct. 1, 1948

page 8

Action takens

Authorized - the Executive Secretary of the Conference to serve as Secretary General of the International Conference.

## Financial Report, period ending Sept. 30, 1949

Date: Oct. 8, 1949

Pages 5-6

Action taken:

Accepted - informal financial report and requested that the U.S. Committee give an estimate of how much of the advance of \$10,000 will be paid to the Conference in 1949 and the amount of subsidy needed in 1950.

### Budget for 1950 - LCSW and U. S. Committee

Date: Dec. 10, 1949

page 5

Action takens

Approved - an advance to the ICSW and the U. S. Committee, for the year 1950, recognizing that the Conference should be prepared to contribute the staff services included in in this figure.

Recommended - that additional income to cover this amount be added to the amount anticipated for membership renewals and new members. A similar amount should be carried in a new item, "Reserve for Uncollectable Accounts".

Agreed - that a report should be made on this matter to the membership at the Annual Business Meeting or in some other manner.

# Financial Report - Accounts Receivable Statement of Anticipated Financial Condition

Date: Dec. 10, 1949

page 4

Action taken:

Approved - revision of financial report, with item of \$6,726.71, Assets, Accounts Receivable, written off, except for the \$1,000 advanced to the Paris office of the ICSW on which repayment can reasonably be expected, and an adjustment made in anticipated Contingency Reserve.

### Budget - ICSW - U. S. Committee

Date: Nov. 4. 1950

page 8

Action taken:

Approved - recommendation that for 1951, the National Conference assume the costs (not to exceed \$5,000) of the domestic operations of the U. S. Committee.

## International Conference - reorganization of the U. S. Committee

Date: March 10, 1951

page 6

Action taken:

Adopted - proposal of the subcommittee for the reorganization of the U. S. Committee, recognizing that no final decisions could be reached until a plan had been outlined,

### INTERNATIONAL CONFERENCE OF SOCIAL WORK (continued)

including financial implications.

Instructed - the Executive Secretary to inform the other groups and determine reactions and to plan for meeting for consideration of question.

# International Conference of Social Work United States Committee - future organization

White the A.P. Telepool the Armship of

Date: Nov. 9, 1951

pages 1-2

Action taken:

No recommendations - to the Conference representatives to the meeting at which the future organization of the United States Committee had been discussed.

roof plant related to the progress of the Districted and

### Joint Committee on Program Planning

Date: March 2, 1952

page 7

Action taken:

Agreed - that in view of the change in relationship between the A.P.W.A. and the Assembly in the question of the future of the Joint Committee in respect to formal representation from the field of public welfare should be discussed by representatives of the Executive Committees of the two sponsoring organizations.

Joint Committee on Program Planning - Appropriateness and Adequacy of Associate Group representation.

Date: Oct. 31, 1952

Action takens

Approved - report of Subcommittee B - that the Executive Committee review the activity of the Joint Committee in order that it may assume full responsibility for policies and plans related to the program of the Conference and Annual Meetings subsequent to 1953; and otherwise provide Conference leadership for development of essential activities.

The Joint Committee on Program Planning - Reconstitution of committee or formulation of principles for joint projects and relationships with N.S.W.A.

Date: March 6, 1953

pages 3-4

Action takens

Decided: 1. Executive Secretary meet with general national social welfare bodies to work out joint cooperative projects.

2. Conference initiate discussion on possibility of reconstituting the Joint Committee.

3. Present Subcommittee of the E. C. which met with representatives of the Assembly to consider the question of Public Welfare representation of the committee be dissolved.

### Canadian Representation in the National Conference

Date: Oct. 1, 1948

page 8

Action taken:

Referred - to the Conference Study Committee the question of Canadian representation and increased participation on the part of the Canadian social workers in the National Conference.

Membership - complimentary life membership

Date: Oct. 8, 1949

page 12

military but not be larger of butterke

Action taken:

Established - complimentary life membership to retired social workers, who have approximately twenty years of service and are retired. The membership is to be the equivalent of a \$7.50 membership.

Book service for Conference members - selection of books

Date: Nov. 4, 1950

page 6

Action takens

Adopted - recommendation that book service be continued in present form for the next year with the staff making up the selection of books. Rejected - idea of the Conference in any way implying

endorsement of the books offered.

Recommended - that some criteria for selection be set up, and a committee be available for advice and assistance to the staff.

Book Service - selection of books offered to members at discount

Date: Nov. 9, 1951

page 5

Action taken:

Voted to continue - the selection of books offered by the Conference at a discount to members as a staff function.

Date: Oct. 31, 1952

pages 8&9

Action taken:

Approved - recommended designations for membership classification of Subcommittee C, except that \$4.00 indiv. membership is to be called Associate Membership, and approved adding agency classification of \$100 or more. Suggested preparation of guide to assist agencies in determining membership classification, but not in terms of budget.

"Special Conference Service" for departments and agencies unable to take out a membership legally in the Conference.

Date: March 6, 1953

page 8

Action taken:

Instructed - staff to outline a program enabling these departments and agencies to participate in the Conference. Program to be presented to the Executive Committee at its May 31 meeting.

#### Financing - requests for contributions

Date: Oct. 1, 1948

pages 4 & 6

Action taken:

Consensus: that local Community Chests should not be approached for contributions at this time. Rejected - idea of requesting contributions from the general lay public.

#### Traveling Combined Book Exhibit

Date: Nov. 9, 1951

page 5

Action takens

Approved proposal - for traveling Combined Book Exhibit under assumption that further exploration with the publishers and the state conferences will indicate a real need for it and that substantial staff time will not be involved. Recommended - that the list of books to be shown be reviewed by Subcommittee on Publ.

#### Establishment of an Office in New York

Date: March 2, 1952

page 7

Action taken:

Approved in principle - recommendation that an office be established in New York for which 50% of the costs would be paid by the I.C.S.W. No decision required until the November meeting of the Executive Committee.

Request for contribution - National Midcentury Committee for Children and Youth.

Date: March 2, 1952 page 6

Action taken:

Refused - request for contribution of \$100 from the National Midcentury Committee for Children and Youth. It was felt that a possibility of some joint activity on the part of the two organizations might be considered, and would represent contribution.

#### Change in name and appropriateness of seal

Date: June 12, 1949

page 5

Action taken:

Approved - recommendation that the incoming administration establish a committee to reconsider the name of the Conference as well as the appropriateness of the present seal.

## Change of Name of the Conference and seal

Date: Oct. 8, 1949

page 10

Action taken:

Approved - recommendation of the 1948-49 Executive Committee that a committee be established to reconsider the name of the Conference and the appropriateness of the present Conference seal.

#### Name and Seal Changes

Date: April 23, 1950

page 5

Action taken:

Accepted report - of the Name and Seal Committee for general consideration by the Conference members, through the Area organization and other suitable means, not to be acted upon until the 1951 Annual Meeting.

Change in name of the Conference

Date: March 9, 1951

page 2

Action taken:

Decided - that the question of what steps should now be taken in regard to the change in name of the Conference chould be raised at the annual business meeting in Atlantic City in May.

NAME & SEAL (continued)

#### Change of name of the Conference

Date: May 13, 1951

pages 1 and 2

Action taken:

Defeated - motion that the question of changing the name to the National Conference on Social Welfare should be submitted to the members and to the Annual Business Meeting.

Adopted - suggestion that the question of a change of name should be submitted to the members through various means in order to secure some indication of their feeling.

Volume 1 to be brown in the Critical Personalizes of the

The state of the s

#### Proceedings & Selected Papers

#### Publications - 1948 Proceedings - index

Date: Oct. 1, 1948

pages 4, 5, and 7

Action taken:

Approved - omission of the general index from the 1948 Proceedings. This action would be subject to the approval of the Editorial Committee.

#### Publications - 1949 Proceedings and Selected Papers

N SERN NO \$1,00 MY \$1,50 A MADY.

Date: June 12, 1949 pages 4-5

immittery values wall be regular courty

Action takens

Agreed - to publish the Proceedings in two volumes -Volume 1 to be known as the Official Proceedings of the 1949 Annual Meeting, and Volume 11 to be designated as Selected Papers of the 1949 Annual Meeting from the section meetings.

#### Publications - Contract with Columbia University Press for production of the Proceedings

Date: Dec. 10, 1949

page 1

Action takens

Authorized - the Treasurer and the Executive Secretary to sign the new contract with the Columbia University Press, for the production of the Proceedings.

## Publications - Official Proceedings and Selected Papers - 1950

Date: April 23, 1950

pages 3 - 4

Action taken:

Planned - to follow the two volume pattern, which had been followed for the 1949 Proceedings for 1950. Authorized - the President to appoint a subcommittee of three to develop suggestions for the promotion of both volumes of the 1950 Proceedings and future volumes.

#### Publications - Proceedings and Selected Papers

Date: Nov. 4. 1950

pages 6-7

Action taken:

Accepted in principle - report of Subcommittee, and instructed staff to study implications, financial and otherwise and to report in March. Rejected - proposal to publish four clothbound volumes

of Proceedings.

Recommended - reducing size of clothbound volume of Proceedings, and doing away with the summary.

To provide differential in service to \$4.00 and \$7.50 members, the latter should, in addition to receiving the Proceedings free, receive substantial discounts on any other publications decided upon.

Two supplementary volumes would be regular yearly publications. These would contain papers of interest to the case workers and the group workers, which would be drawn from any of the Sessions.

An additional volume containing papers related to common subject matter would change in topic from year to year.

These three volumes should be produced to sell at a cost of \$1.00 or \$1.50 a copy.

## 1951 Proceedings - scope

Date: March 10, 1951

pages 4-5

Action taken:

Accepted recommendation - of return to single volume of Proceedings for 1951; that index should be included, but not the summary.

Decided - that this year the papers from the joint Associate Group meetings should be considered, but not the papers from the individual Group Meetings.

## Selected Papers

Date: March 10, 1951 page 5

Action takens

Proposal approved - for publication of two low cost volumes of selected papers for (1) caseworkers, and (2) Group workers. Price \$1.50, with reduction for

Special Committee recommended - to consider the possibility of issuing a volume of papers of special interest around a particular aubject area.

#### PUBLICATIONS (continued)

## Publication of individual papers presented at the Annual Meeting

Date: Nov. 9, 1951

page 5

Action taken:

Agreed not to undertake - the publication of individual papers presented at the Annual Meeting, because of the possibility of cutting into the sales of the two new low-cost publications.

## Selected Papers - publication

Date: March 2, 1952

page 1

Action taken:

Authorized - staff to renew contract for 1952 with the Health Publications Institute for the two new publications of selected papers, on the assumption that the Institute would be willing to consider the continuation of the project and assume all publication costs.

## Official Proceedings and Selected Papers

Date: May 30, 1952

page 6

Action taken:

Decided - that manuscripts selected for the official proceedings will not be included in the volumes of Selected Papers.

## Official Proceedings - content

Date: March 6, 1953

page 3

Action taken:

Agreed - the Editorial Committee should be given the authority to decide whether a General Session paper of manuscript should or should not be included in the Official Proceedings.

PUBLICATIONS (continued)

#### Social Security, Vol. 1

Date: June 2, 1953

Dage 4

Action taken:

Authorization - special volume on social security, using papers presented at the Annual Meeting. Recommended that several persons be asked to prepare written versions of statements made at sessions.

Named - three persons from whom the editor should be selected.

Authorized - use of Reserve Fund for Publ.

#### REGIONAL MEETINGS

#### Institutes, work shops and special meetings

Date: Oct. 1, 1948

pages 4 and 6

Action taken:

Referred- proposed program of institutes and special meetings to the Conference Study Committee.

Joint conferences with state conferences, schools of social work or councils of social agencies.

Date: Oct. 8, 1949

pages 8-9

Action takens

Instructed - the Executive Secretary to prepare detailed memoranda on the operation content on proposed special conferences to be held between Annual Meetings in one or more Common Service areas; for consideration by the Executive Committee at its December meeting.

State Conferences - special meetings on common common service subjects

Date: Dec. 10, 1949

page 5

Action taken:

Approved in principle - proposal that the Conference undertake to conduct with State Conferences, special meetings on common service subjects.

Authorized - staff to discuss the proposal with a few selected State Conferences and present detailed budget and overall plan.

"A Proposal for Special Meetings on Common Subjects", sponsored jointly with state conferences.

Date: April 23, 1950

page 4

Action takens

Authorized - the staff to proceed with selected State Conferences on necessary negotiations to organize cooperatively special meetings on any appropriate subject mutually agreed upon.

#### Regional Meetings

Date: March 10, 1951

page 8

Action takens

Agreed - that the staff should work along the lines proposed by the subcommittee for areas where regional meetings should be arranged, with the understanding that the financial implications for any such meetings should be taken into account each year in drawing up the budget.

# Regional Conferences - Co-sponsorship by National Conference in localities where equal treatment of delegates problem.

Date: Oct. 31, 1952

pages 9 & 10

Action taken:

Instructed - Executive Secretary and President to confer with key persons from state conferences and make recommendations to the Executive Committee at some future date.

#### Regional institute in New Orleans. "Improving Your Community and State"

Date: May 31, 1953

page 2

Action taken:

Approved - sponsorship of the regional institute, providing provisions concerning equal treatment for all persons wishing to attend are met.

#### Personnel - classification and pay plan - principles

Date: Dec. 10, 1949

pages 2 & 3

Action taken:

Adopted - amendments to Principles for a Classification and pay plan.

<u>Instructed</u> - the Personnel Committee to review the recommendations of the Executive Secretary for Class Titles and Pay Grades.

Requested - committee members to send their Individual suggestions on the report of the Personnel Committee to the Executive Secretary.

Consensus - that the integrity of the Classification Plan be preserved, even though the present salary of one member of the staff was above the grade assigned to that position in the new plan.

<u>Instructed</u> - the Executive Secretary to study and prepare a statement on a possible plan for a special bomus for extremely meritorious or very long service, and that statement include some consideration for an immediate bomus for Jane Chandler.

behind at the 20 to measure will be in the fact an interpretary

#### Personnel - Personnel Manual

Date: Dec. 10, 1949

page 2

Action taken:

<u>Instructed</u> - the Personnel Committee and the Executive Secretary to revise and complete the Personnel Manual by the April meeting of E.C.

<u>Authorized</u> - the Executive Committee to operate for a six months' period beginning Jan. 1, in accordance with the provisions included in the present Outline of a Personnel Manual.

#### Personnel - tentative Summary of Class Titles and Pay Grades

Date: Dec. 10, 1949

page 4

Action taken:

Approved - the recommendation of the Personnel Committee that the tentative summary be used as a guide by the Executive Secretary for administrative purposes. (for grades 3-5)

Approved - establishment of the salary scale of the Executive Secretary at \$8,000-10,000, and that the salary for 1950 be \$9,000.

#### Personnel - Allowance to Executive Secretary

Date: Jan. 24, 1949

page 5

Action taken:

<u>Voted</u> - to grant an allowance to the Executive Secretary for estimated per diem expenses while in New York on Conference business; retroactive to the date of his appointment.

## Personnel - Committee to formulate statement of personnel practices

Date: Jan. 24, 1949

page 1

Action taken:

<u>Authorised</u> - the appointment of a Personnel Committee to formulate a written statement of personnel practices including position classification and a pay plan for the staff. Committee is to be centered around the Ohio area.

VI 184

#### Personnel - Social Security

Date: April 24, 1950

page 6

#### Action taken:

Adopted - recommendation that the Committee should go on record favoring participation by the National Conference in the federal social security program, when and if the law were amended to make this possible, as well as continued participation in the National Health and Welfare Retirement Plan.

#### Personnel - Classification and Pay Plan

Date: April 24, 1950

page 6

#### Action taken:

<u>Approved</u> - report of the Personnel Committee, subject to minor modifications; to go into effect immediately, with the exception of the leave provisions, which would go into effect January 1, 1951.

#### Personnel - Standing Personnel Committee

Date: April 24, 1950

page 6

## Action taken:

Agreed - Standing Personnel Committee should have a consultative function, except as it was assigned specific tasks by the Executive Committee.

....

#### Personnel - Bonus plan for staff

Date: April 28, 1950

page 9

Action taken:

Adopted - that in view of the fact that the special purpose for which the bonus plan was being considered no longer existed, the Classification and Pay Plan submitted by the Personnel Committee, be the sole basis of compensation.

#### Staff Personnel - change in classification and pay plan

Date: May 13, 1951

page 3

Action taken:

Adopted - recommendation that classification and pay plan be changed by increasing the base of each grade approximately 5%, effective July 1, 1951.

## Personnel - Job Description for Assistant Executive Secretary

Date: Nov. 9, 1951

page 8

Action taken:

Adopted - recommendation that the Personnel Committee should be asked to submit a revised job description for the position of Assistant Executive Secretary for consideration at the Way meeting of the Executive Committee, since the question of the requirement of a Master's degree has arisen.

#### Staff Evaluations

Date: Nov. 9, 1951

page 8

#### Action taken:

Adopted - Recommendation that the Conference should have a simple yearly evaluation procedure to be used as basis for evaluation conference between the employee and the executive. New clerical employees to be evaluated at the end of 6 months. Instructed - staff to review present job descriptions in relation to evaluations and adopted basis for evaluation.

#### Salaries - Cost-of-living increase

Date: Nov. 9, 1951

page 7

#### Action taken:

Approved - provision for a 5% cost-of-living increase in salaries, as of July 1, 1952, should this seem desirable at that time.

#### Salaries - Staff of the Conference

Date: May 25, 1952

pages 2-3

#### Action taken:

Approved - "Cost-of-living" increase of 5% for staff of the Conference, as recommended by the Staff Personnel Constitute.

## Relationship between National Conference and state conferences.

Date: June 12, 1949

page 5

Action taken:

Approved - proposal to recommend to the incoming administration that a committee be established to formulate a formal proposal for a closer relationship between the National Conference and state conferences.

#### Relationship between the National Conference and state conferences

Date: Oct. 8, 1949

page 10

Action taken:

Approved - recommendation of the 1948-49 Executive Committee that a committee be established to formulate a proposal and work out plans for a closer relationship between the National Conference and state conferences.

## Membership participation - joint membership plan with State Conferences.

Date: Nov. 4, 1950

pages 7-8

Action takens

Received report - of subcommittee outlining a plan to provide for a close relationship between the National Conference and state conferences, which would eventually replace the Area Representative plan, and referred the recommendation made to the Committee on Relationships with State Conferences. Staff to assemble data.

## Joint Membership with State Conferences

Date: Nov. 9, 1951

pages 6-7

Action taken:

Approved - proposal concerning joint memberships with State Conferences. The staff was authorized to proceed in its negotiations with the selected conferences and move ahead on an experimental basis.

#### STUDY COMMITTEE

#### Conference Study Committee

Date: Oct. 1, 1948

page 2

Action taken:

Authorized - the Conference Study Committee to continue its work

Authorized - a budget of \$1,000.00 for future essential expenses

Authorized - the President and the chairman of the Committee to add to the membership

# Study Committee for examining function, structure and objectives of the Conference

COTTON FIRST CONTENT

Date: Jan 24, 1949

pages 3-4

Action taken:

Adoption of report of the Study Committee with the inclusion of the changes proposed by the Executive Committee, and with the recommendation that the Study Committee be continued as a Steering Committee.

Approved - recommendation that semi-annual billing for membership fees be put into operation immediately.

# COLORADO SOCIAL WELFARE JOURNAL

CONTRACTOR OF THE PROPERTY OF

1954

and billes

OTH ANNUAL MEETING COLORADO CONFERENCE OF SOCIAL WELFARE

STRENGTHENING OUR
COMMUNITIES
THROUGH
SOCIAL WELFARE

PROCEEDINGS

REGIONAL INSTITUTE

OF THE

NATIONAL CONFERENCE OF SOCIAL

WORK

AND

COLORADO CONFERENCE OF SOCIAL

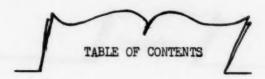
WEIFARE

A PROGRAM FOR IMPROVING
YOUR COMMUNITY

COLORADO CONFERENCE OF SOCIAL WELFARE
1488 COURT PL. — DERVER COLORADO

PRICE-BLID & COPY





Whither Bound?	1
Vard V. Gray Social Action	7
Robert H. MacRae	•
Initiating and Developing A Program of	
Community Improvement	11
Arthur Dunham	
Community Improvement and Social Work	21
Nelson C. Jackson	- 0
The Community's Responsibility to Children	28
Alice Van Deist Citation	34
REPORTS OF REGIONAL INSTITUTES	
Summary of General Sessions	38
Protective Services For Children	42
Establishing Child Guidance Clinics	46
Development of Community Recreation Projects	
Services For The Aging	52
SUMMARIES OF CONFERENCE INSTITUTES	
Institute for Clerical and Stenographic Workers	65
Special Needs of the Ill and Disabled Persons	
The Nature and Nurture of Community Action	
Recording in Public Welfare	85
Cultural and Sociological Factors	
Affecting Social Work	88
Maintaining Mental Health in Referrals	95
APPENDICES	
Appendix A - Conference Organization 1	.01
Appendix B - Affiliated Members 1	.03
Appendix C - Individual Members 1	.05
Appendix D - Resolutions 1	12



The Colorado Conference of Social Welfare presents herewith the proceedings of its 64th Annual Meeting held in Colorado Springs on October 12 - 15, 1954. Included are the major addresses of the Conference, selected papers and summaries of the various Section meetings and Institutes.

This year the Colorado Conference of Social Welfare joined with the National Conference of Social Work in presenting a Regional Institute, whose theme was "A Program for Improving Your Community". People from the neighboring States were invited to attend and participate in this Regional Institute. A considerable number of them did so. We are, indeed, indebted to Mr. Joe R. Hoffer, Executive Secretary, National Conference of Social Work, for his extensive help in planning the joint program, securing speakers of national renown and for participating, himself, in the program. We wish to again express to these national leaders our sincere appreciation for their participation.

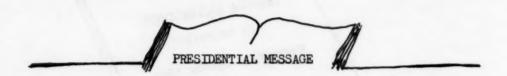
The theme of the State Conference was closely related to the Regional Institute theme. The various meetings and Institutes of the State Conference were organized around the central theme of "Strengthening our Communities through Social Welfare".

To Dr. Emil M. Sunley, Co-Chairman of the Program Committee, my particular gratitude for his outstanding work, to Mrs. Martia Hempel, Chairman, Institute Committee, my deep appreciation for all her many hours of work, and to each member of the Program Committee my sincerest appreciation for a job well done.

On behalf of the Program Committee, to all of those who participated in the program and thus made it possible, our deepest thanks. In addition, the officers and Board of Directors of the Conference who gave us such whole-hearted support should receive a vote of thanks. Although this was his first Annual Meeting, we are deeply indebted to Mr. Dan Valdes, Executive Secretary, for his help and for performing the numerous tasks so well for us.

Chiv Ry Justis Chairma

Program Committe



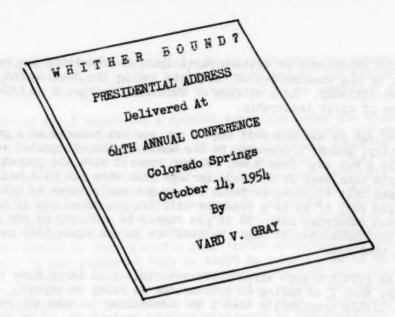
This is the first time that these Proceedings will be sent to each member of the Conference at no additional charge. Payment of the membership fee entitles one to a copy of this publication. This is a valuable document and should be preserved for future reference. In time, it will become a valued historical possession as past Proceedings have become in libraries and in the archives of the State Historical Society, and in the hands of the few who preserve them. Its historic value is guaranteed by the fact that this is a record of the proceedings of the first annual meeting of the Conference held jointly with the regional meeting of the National Conference of Social Work, together with the fact that it is the first time in more than a generation that the annual meeting was held outside Denver. The 1954 annual meeting of the Conference was, indeed, a historical event of the first magnitude, and this is your permanent record of that event.

The emphasis placed on our historical heritage has not been accidental. When we assembled our living past presidents for the platform presentation at the 1954 annual meeting, when we introduced Miss Helen Jackson of Colorado Springs as the daughter of one of our distinguished founders, when we referred to the motivations of the early founders of the State Conference in our opening address, and when we honored the recipients of the special award last year and this year, we have been trying to instill a sense of pride in the organization and in the remarkable achievements of the past which we should not allow to sink into oblivion. Those achievements grew out of our predecessors' consecration and dedication to a cause, the torch of which they have passed on to us.

We trust these glances at the past will not cause us to imitate the legendary bird, the whiffenpoof, which was in the habit of flying backward because it did not care where it was going but was very much interested in where it had been. We must be aware of such preoccupation in the past, but rather draw from the past renewed zeal and consecration in accepting and meeting the challenges of the present and future.

Sincerely,

Vard V. Gray, President



I consider it a rare privilege to have this opportunity of opening the 64th annual meeting of the Colorado Conference of Social Welfare and of welcoming you and the delegates to the first regional meeting of the National Conference of Social Work ever held in the western part of the United States to Colorado Springs. Over a quarter of a century ago, the State Conference met in this city, but until this time it has not again ventured beyond the confines of our suburb to the north, called Denver. Now, after those long, famished years, the prodigal has returned and we will rejoice and make merry and have the fatted calf brought forth, for the prodigal has returned.

State and national groups and organizations are "discovering" Colorado Springs as the ideal convention city of the West in ever increasing numbers. This fact can be attributed not only to our unexcelled scenic attractions, among which are famed Pikes Peak and the Garden of the Gods, but also to the youthful, invigorating atmosphere which pervades the city itself. Many of us can remember the staid. slumbering atmosphere of the old Colorado Springs, awakened to some semblance of activity only during the annual tourist season. All of that has changed. New industries are coming in, preparations are under way to build the new multi-million dollar Air Academy, new home building is constantly expanding the city's boundaries, and everywhere there is evidence of a city on the threshold of great civic growth and vitality. This change, this development is almost wholly due to the community engineers and moulders of civic destiny represented in our Chamber of Commerce, and whose concern for social welfare is evidenced by their active participation in the State Conference and by their sponsorship of this convention. We want to express the sincere appreciation of this Conference to Clay Banta, executive secretary of the Chamber of Commerce, to Mr. Clifton Johnson, head of the Convention bureau of the Chamber and co-chairman of the Arrangements Committee for the Conference, to Mr. Joe Reich, and all other Chamber officials who have so generously given of their time and influence in the work of the Conference. These men are all extremely busy, but they do appreciate the

tremendous importance of citizen participation in solving the complex social problems of the communities of the state and in the development of good, constructive citizens. As a citizen of Colorado Springs, I am indeed proud of this type of civic leadership.

Long ago it was observed that a man was not honored as a prophet in his own country, which, I presume, is the basis of the oft-quoted saying that an expert is a man away from home. We are honored with the presence of a number of experts this week in Colorado Springs from whom you will hear later. I understand that children in Texas are taught early never to ask a man where he is from for, if he is a Texan he will let you know; and if he isn't you should not embarrass him. So if you chance to meet any of our expert guests around the Conference it might be best not to ask where they are from, for it will come out.

I am sure you have already observed that I am in my home territory, and secondly, that I am making no pretensions at being an expert. In fact, it is with no little trepidation that I am undertaking to make any public remarks, as I know that whatever I say will be held against me. I am somewhat in the position of the old man on his death bed who was being ministered to by the priest. The priest said, "My good man, as the hour approaches that must come to us all, do you now renounce the devil and all his works?" No answer. Repeat. Finally, the old man moved slightly and with a great effort spoke in a barely audible voice, "I don't think I'm in a position to antagonize anyone."

It is always a thrilling experience to attend the annual forum of the National Conference of Social Work, which I have been privileged to do a number of times. Last spring I attended the 81st annual meeting of the National Conference at Atlantic City, and sat one morning on the platform with many other representatives from State Conferences all over the country. As I sat there as the representative of the Colorado Conference and listened to the address of Nelson Rockefeller, I felt a touch of reverence as I remembered that it was this great organization which many years ago inspired a Colorado delegation to come back and organize our cwn State Conference. A number of our early Colorado Springs pioneers, men and women of great prominence in this city, were among the leaders in that enterprise. They were people of social vision, who realized that "man does not live by bread alone," and who could not salve their consciences with the philosophy of self-interest above the public good. The nucleus of that first organization was the organized private agencies of Denver, of Colorado Springs, of Pueblo. They were concerned about some pressing social problems of that day, the unlicensed, unsupervised institutions for children in the State operating under private auspices; the need for a better system of caring for the dependent people of the State; a more humane method of caring for the insane and criminal classes; and the problems revolving around juvenile delinquency and protective services for children. Out of their deliberations came the determination to secure legislative action to establish a State Board of Charities and Corrections, which was shortly accomplished, and which was the predecessor of our present State Board of Public Welfare.

It is apparent, therefore, that the State Conference was established, not as a training body nor as a purely forensic organization, but rather as an organization which recognized needs and determined to do something about it.

A few months ago I appointed a special committee under the chairmanship of Mr. Jerry Auerbach who was then one of our vice presidents and who was intensely interested in the Conference. This committee was asked to study the area of public relations as it pertained to the Conference. They came forth with some very specific recommendations which were presented to and accepted by the Board of Directors. One of these recommendations was that the Conference establish a standing committee on public relations, and this proposal is being incorporated in the revisions of the By-laws on which the membership will act at the business meeting on Thursday. Another recommendation was that the Conference embark on some specific year 'round activities in the area of social action. It was suggested that we start on such a program with one or two projects, preferably taken from the program content of this year's annual meeting. These projects would be set up as social action sub-committees under our standing committee on Resolutions and Social Action. They would be working, and not merely paper, committees and would attempt to implement any action taken by the Conference itself pertinent thereto, and the resulting activities would be woven into the program content of the next annual meeting. It was also felt that the developments resulting from the activities of these committees would provide material which could be drawn on by the public relations committee in keeping the public aware that the Conference was really alive and active.

At the suggestion of the Board of Directors I prepared and sent out to the membership a form letter explaining these proposals and inviting comments. A number of replies were received, all of which were favorable, and some were quite enthusiastic. One prominent agency person wrote, "It is so simple that I am surprised it hasn't been done before." Others commented on the fact that our public relations are rotten, that they themselves had never heard of the State Conference until employed by a social agency, and that there was a crying need to publicize the Conference, and for the Conference to put on a program which would warrant favorable publicity. One very interesting comment from an executive referred to the need of formulating a philosophy regarding public welfare and of defining positive responsibilities in that field which would identify the program in the minds of the public with growth forces rather than those of retardation or emergency care. This person went on to say that the Conference is the logical place to discuss problems of this nature, and to take some stand. He pointed out that for the past several years the Conference has turned to in-service training through institutes which have been an invaluable aid, but that possibly we are now at the cross roads where we should re-evaluate our programs and its objectives.

President Wilson once said, "Where there is a fire, thither will men carry their lamps to be lighted." The founders of this organization sought to establish such a fire that would throw light on the perplexing social problems of the State, and which would not only generate heat, but would provide reservoirs of energy on which communities on the plains and in the mountains could draw in grappling with the forces of disorganization and social ills. It was to be an

organization dedicated to social well-being, a coordinating group on a state level for local groups and agencies in social welfare, and it was to be a standard to which all citizens of good will could rally on matters requiring social action.

While we must not discard our in-service training functions for professional workers, it seems to me that the Conference must begin to focus attention and efforts on specific problems and gird itself for battle with these problems. I am referring to the problems which are, or should be, the concern of every citizen of the State - the problems of the aging, the problems of unemployment, the problems of wages, of housing, of juvenile delinquency, of mental health, of institutional care for mental defectives and for criminals, the problems of medical care, and all the areas of maladjustment in the social structure within the State. The Conference should be able to speak clearly and with authority on such problems and to lead the way toward corrective and preventive measures. In this area the Conference should be a glowing fire to which all men can carry their lamps to be lighted.

This sort of effort will require bold, imaginative and dedicated leadership both on the part of the elected officers and on the part of the membership. It will require a re-direction of Conference organization and an alignment with significant organizations, groups and citizens throughout the State such as business and professional men, labor organizations, educational groups, medical associations, health organizations, church groups, local county and state officials, the press, and all people whose interest and efforts can be enlisted and coordinated in a united undertaking. It is a tremendous job of community organization on which we have only been able to make a start this year and which we hope will be picked up and carried on by the new officers and Board.

The challenge that comes to us is beautifully expressed by Edna St. Vincent Millay:

W..... Upon this gifted age, in its dark hour Falls from the sky a meteoric shower of facts; they lie, unquestioned, uncombined. Wisdom enough to rid us of our ills is daily spun, but there Exists no loom to weave it into fabric ....\*

Throughout the country, increasing concern is being expressed over the apparent rise of juvenile delinquency. In Ohio, in Kansas City, in Memphis, in Atlanta, in New York, in Denver, we read of murders, tortures and other crimes committed by teen agers. Newsweek refers to the national teen-age problem - a problem that is apparently getting worse. A Congressional committee has been traveling around the country to investigate this problem. Psychiatrists, educators and law enforcement officials are aroused. Some say that our juvenile courts are too lenient with juvenile offenses and that these youngsters should be jailed or sent to an institution; some say that we need more and harsher laws; some say that we should fine or jail the parents; some say that parental discipline has broken down; some say that the school is at fault, or that social agencies are inadequate to deal with the problem. As a social worker, I do not believe the diagnosis can be found in any single factor, but rather consists of

many and varied factors related to mental health, to economics, to marital congeniality, to physical health, to recreation, to educational and occupational opportunities, to accepted moral concepts and behavior, and to the myriad of influences which play upon and mould the lives and character of our youth. Here, it seems to me, we have a challenging field for Conference leadership and activity in Colorado in collecting, evaluating and combining facts and in providing a loom with which to weave these into a fabric on which to base intelligent decisions and action.

These problems to which I have been referring are all interdependent and therefore require the united and coordinated efforts of many groups in addition to those of the professional social worker. If the problem is in the field of health, one ultimately comes up against the upper limits of education, of housing, and of general well-being. If the problem is in the field of education, one comes up against housing and health and community organization and material welfare. If the problem is in the field of race relations one must consider job security, welfare, housing, health and justice. Embracing in its constituency, as it does, representatives from all types of health, educational and welfare groups throughout the State, the Conference is well adapted to undertake programs and activities which require a coordinated approach. Efforts must continue and be intensified to broaden our base of citizen participation, for the Colorado Conference of Social Welfare must never become the private preserve of any individual or groups - it must remain the voice and instrument of the people in the wide area of social welfare. Under its banner we must forego petty agency rivalries, personal antipathies, and the "I won't play in your back yard" attitude. Personal ambition and agency politics must be submerged in a united support of the organization and its objectives. Leaders of the Conference must be carefully selected on the basis of their qualifications and fitness and devotion, for the Conference can never rise above its leadership.

We are living in troubled days. The philosophy of the ancient Epicureans has seized many of us. "Eat, drink and be merry, for tomorrow we die." Day by day we tread the brink of a mighty catastrophe. Nation competes with nation in perfecting instruments of death and destruction. Not only do we look with fear on lands and people beyond our borders, but we are becoming apprehensive of our neighbors. The air is filled with the din of charges and counter-charges. Totalitarianism raises its ugly form and threatens the Bill of Rights and our democratic forms of government. Here, in the next few days, we will be thinking of some crippling handicaps - those related to the process of aging, of mental and emotional deficiencies, of educational limitations, of physical infirmities and of social and economic disorders. In the final analysis, however, the handicaps most to be regretted are the intolerance of ignorance; the ruthlessness of avarice; the insanities of the lust for power and domination; the unfeeling heart that must nurture the shameless, all-consuming pride.

Here in America we have a great heritage. Our forefathers crossed the stormy seas to escape the oppression of tyrants, and to found on this continent a new nation, under God, where men could breathe the air of freedom and could walk in the sunlight of liberty. To these shores we welcomed the oppressed of the world, and those who were in bondage and who walked in fear and who were humiliated and deprived. These outcasts of the world we received with open arms and nurtured

them back to manhood and womanhood so they stood erect and unafraid, the architects of a new democratic land of liberty, which we fondly call "My America."

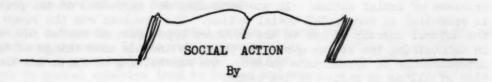
I can never forget the sense of pride and the thrill that came over me last spring as I took a little excursion boat around Manhattan Island. As the boat came in view of the Statue of Liberty standing high above the water, and whose lifted torch has quickened the hearts of multitudes arriving in this country from foreign lands, I remembered the inscription carved on the base of the statue.

"Give me your tired, your poor,
Your huddled masses yearning to breathe free,
The wretched refuse of your teeming shores,
Send these, the homeless, tempest-tossed, to me;
I lift my lamp beside the golden door."

Perhaps no lines have reflected so much the idealism and the humanitarianism which has characterized the history of this nation and which has set it apart among the nations of the world and has made its strength as the strength of ten. When we, as a people, turn away from those ideals, and lose that humanitarian spirit, we shall lose our unique standing among the nations of the earth and historians will record the decline and fall of the American people.

We, in the social welfare field, believe in America. We have faith in the soundness and vitality of the great American heart and conscience. We are confident that this nation still has a mission to fulfill and that its people will never willingly surrender their rights and freedoms to any foreign or domestic tyrant or submit to the shackles of economic, political or intellectual slavery. Our destination is not to the destructive reefs of intolerance, bigotry, greed, selfishness and provincialism. Speeded by the gentle breezes of freedom, we sail the high seas with our prow confidently set toward the port of brotherly love and the fulfilment of mankind's highest aspirations.





Robert H. MacRae, Executive Director, Welfare Council of Metropolitan Chicago

"Scratch a social worker and find a reformer." Forty years ago this phrase was a common-place thumb-nail description of a social worker. Somewhere, somehow in the intervening years we have lost some of the zeal which characterized our social work forebears. Some of our critics call us timid technicians treating tender spots of society. They claim we are among the missing when the hardest battles are being fought to right social wrongs. Whether true or not, this conference aims to teach us something of the methods of social action for community improvement. It is my hope it will also do something to stoke the fires of our concern and renew our courage.

In a speech such as this I fear I must define my terms. I have resisted this. For years when a speaker opened his speech by stating he was about to define his terms, I have found my eyes glazing over with the kind of inattention I reserve for dull sermons. Nevertheless, there is no escape from it here. I will settle very quickly for the simple definition developed by my friend Arthur Dunham at a conference similar to this in New Orleans last year. Mr. Dunham said there, "action for social welfare is cooperative action to promote social well-being by meeting health and welfare needs of communities or other geographic areas or of special groups in those areas." I am willing to accept that definition as an adequate point of departure for what I wish to say.

I believe, however, we must take our definition one step further. We need to recognize that there are two very different kinds of social action even though both may properly fall within Mr. Dunham's definition.

First, there is voluntary action. This is the promotion of community and individual well being through the familiar community organization committee process. Second, there is coercive action. This is the process of social change by the enactment of law.

It seems important to me to be aware of these distinctions and to realize the full breadth of the term social action. Too frequently the term social action is restricted in us to activities on behalf of social legislation. In the course of this conference I hope we will view the term in its broader context.

So much for definitions. Let us now turn our attention to some of the problems of social action. An understanding and appraisal of the problems is essential to successful social action. The problems run the range from the natural inertia of men to the stubborn opposition of vested interests in maintaining the status quo. The problems include such things as the determination of appropriate methods, the marshalling of facts and the selection of allies to enlist in the cause.

Basic, of course, to social action is a deep and abiding concern for human beings. As social workers we must have a firm commitment to work for the building of society in which every individual can realize his potentials and live a happy and productive life. This we must hold with a kind of passionate dedication. Passion alone, however, is not enough. It must be disciplined and it must be supported by stubborn facts. Social workers have frequently been dismissed in debates on public policy as "do gooder or bleeding hearts." Their influence has been limited because they could not always produce the facts which bring conviction. The first job, then, in a social program is to mobilize the facts which bear on the problem. Facts alone can be dull and uninspiring, but touched by passionate concern they can catch fire and illuminate a human problem. It is our task as social workers to assemble facts out of our rich experience with human need and then to set the facts on fire.

At a very early stage in a social action program we need to establish a strategy based on an appraisal of the opposition we face. If our program calls for voluntary action it will require one kind of strategy. If our social action program calls for the coercive action of legislation it will call for another kind of strategy. In either event we will face opposition and we need to apprase it carefully and plan to meet it in a manner which will affect it most decisively. The opposition can be social, economic, political, religious or professional. It may express itself in a variety of ways. Not infrequently the opposition is expressed through pressure on the community chest. The chest in turn may exert pressure on the agency disturbing the status quo. The pocketbook nerve is a sensitive one. As a former chest executive I speak out of experience. I am a firm believer in federated financing. Yet in all candor I must state my belief that the chest movement has exercised restraint on vigorous social action by member agencies. It may be one of the prices we have to pay for federation. In any event we have paid it in many communities. One of my thoughtful board members once made the observation that a chest was held together by finding the lowest common denominator of acceptance. He added sadly, "and sometimes it is pretty dog-gone low." If the history of social work is trustworthy, it would seem social action was much more vigorous before federated financing than it has been since. Certainly there exists a widely accepted policy that controversial agencies have no place in financial federations such as community chests.

In contemplating a social action program we will need to recall that there is a power structure in every community. This is a small, informal group without official status which exercises the power over the major decisions in the community. They give and they take away. They endorse or they condemn and movements must have their approval to succeed. We admit regretfully that this can be true in a democratic society but in our candid moments we know it is true.

As we plan our strategy, then, we must appraise how our social action proposal will affect those who hold the social and economic power in our community. The appraisal should include a determination of the manner in which we can secure the support of this dominant group.

In the relatively simple social action program calling for voluntary action. the committee process, if properly representative, is ordinarily sufficient to secure at least a workable compromise. The people, lay and professional, involved in social agencies tend to be men and women of good will concerned with the improvement of agency practices. Our success in such committee discussions is frequently related to our skill in using the group process of securing decisions. The time comes, however, when we must utilize the coercion of legislation to deal with a problem effectively. Not infrequently this means a direct challenge to vested social and economic interests. At this point we may find ourselves in conflict with the conservative elements of the community who traditionally have and controlled the voluntary social work structure. With conviction about the need for change we will, of course, attempt to change their attitudes and opinions. If time permitted I could recite some success stories. Yet realistically we should not be overly optimistic about changing deep seated attitudes which seem vital to our conservative friends. We must seek other allies to support our cause. The growing interest of organized labor in health and welfare services suggests the availability of a powerful and vigorous ally in social action. One of the most significant chapters in social welfare history of the past decade has been the growing support and active interest of organized labor. I have been privileged to have a part in that development. It has been a thrilling and exciting development, fraught with great significance for social welfare. As yet we have learned imperfectly how to work together, but we are gaining in mutual confidence and understanding. Some social work leaders still refuse to work cooperatively with organized labor. I can only regard them as derelict if they fail to enlist this powerful ally in the cause of human welfare. The test of our leadership qualities lies in our ability to gain the support of labor without frightening away our conservative friends. It can be done.

In some instances our own professional attitudes deter us from social action. In case work we have developed a highly individualized approach. This has been both a strength and a weakness. Our emphasis on individualization may cause us to fail to look thoughtfully behind every individual case to find the underlying cause for the trouble. We need to remember that frequently more than the one individual case known to us is involved. Hundred more may be suffering from the same social ill. This kind of thoughtful appraisal by case workers very probably would lead to an increase of social action by responsible agencies. Is it not fair to raise the question - "Have we become too individualized?"

Not the least of our problems of social action as a profession is our regrettable habit of being unable to concentrate our efforts. We seem unable as a professional group to rally to a common cause. We break up into splinter groups. Party or professional discipline seems alien to us. At times we seem to be the exemplar of that vanishing tribe - the rugged individualist. A substantial share of our problems of social action lies in ourselves. Perhaps the day will come when we have developed a professional discipline which lets us speak with some measure of unanimity on problems of vital concern to social welfare. This has been far from a complete statement of the problems of social action. I have attempted merely to point up some major areas in which problems appear. Now I would like to turn briefly to our obligations to undertake social action.

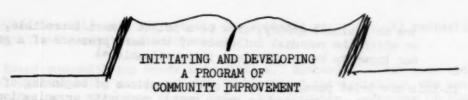
It seems entirely clear to me that as professional social workers we have no choice other than to engage in social action efforts. Our commitment as social workers will not permit us to remain silent when the welfare of people suffers or is in jeopardy.

As I understand it, social work is based on the premise that people are important - all kinds of people. It holds that extraordinary possibilities reside in ordinary people. It becomes the task of social work to develop within individuals the vision and the incentive to make the finest contribution of which they are capable to the society in which they live. This may be idealistic. It is not utopian. Certainly it is the vision which leads and sustains us in the daily travail of our occupation. Social work is not a job. It is a way of life.

As every one is aware the people we serve are thwarted in the full realization of themselves. Some of the obstacles lie within themselves; others are outside them in the society in which they live. Many of these obstacles will not be lifted without recourse to social action. To shrink from social action -voluntary or coercive - is to fail the high calling of social work. Multitudes of those we serve are the defeated and inarticulate. In the clamor they will not be heard unless we speak for them. In truth we are the voice of the voice-less. This voice must be raised in social action if we are to meet our responsibilities to those whose welfare we serve.

I come from a community which has contributed a great many choice spirits to social work, Jane Addams, Graham Taylor, the Abbott sisters, Miss Breckinridge, Joel Hunter left their mark on social welfare in Chicago and the nation. They were hardy spirits, frequently embroiled in controversy. Social action for them was no polite affair consummated at afternoon teas. It was violent, rough and tumble controversy. Their sensitivity to human need and their integrity caused them to become the conscience of Chicago. Their heritage is our common heritage. It will not be maintained by sunshine patriots afraid of the sharp exchange of public debate on social policy.

John Stuart Mill once said . . . "nothing is more certain than that all human progress has been due to uncontented characters." The program planners for this conference are undoubtedly hoping there will be many uncontented characters here before we adjourn.



of the opening of the receipt who Arthur Dunham Professor of Community Organization School of Social Work University of Michigan william which a function through a school was some

#### Why Community Improvement?

In an ancient record, almost two thousand years old, there is a striking phrase in which a man speaks of his community. The Book of Acts pictures a turbulent scene in Jerusalem, where the Apostle Paul is set upon by a mob and rescued from death by the Roman soldiers, who take him into custody. As he is about to be brought into the barracks, he says to the tribune, "May I say something to you?" The tribune, in surprise, answers, "Do you know Greek? Are you not the Egyptian, then, who recently stirred up a revolt and led four thousand men of the Assassins out into the wilderness?" And one imagines Paul drawing himself up as he replies, proudly, "I am a Jew from Tarsus, in Cilicia, a citizen of no mean city."

Through the centuries, this is the way millions of men and women have felt about the communities where they were born or where they live: "I am a citizen of no mean city."

Yet it is clear enough that these same communities which are the objects of love and pride are far from perfect. Listen, for example, to the words of a social adventurer of the last century who was the ancestor of the settlement movement. Edward Denison, a young English gentleman, had become dissatisfied with volunteer service for a relief society, so he took up his lodgings in Stepney. On August 7, 1867, he wrote in his journal:

"My opinion of the great sphere of usefulness to which I should find myself admitted by coming to live here, is completely justified. All is yet in embryo--but it will grow. Just now I only teach in a night school, and do what in me lies in looking after the sick, keeping an eye upon nuisances and the like, seeing that the local authorities keep up to their work. I go tomorrow before the Board at the workhouse, to compel the removal to the infirmary of a man who ought to have been there already. I shall drive the sanitary inspector to put the Act against overcrowding in force, with regard to some houses in which there have been as many as eight and ten bodies occupying one room. It is not surprising that the street in which this occurs has for months been full of small-pox, scarlet fever and typhus .... These are the sort of evils which, where there

2. Elchard W. Porton -- Developing to Dat. (R. Y., Harper, 1953), p. 9.

are no resident gentry, grow to a height almost incredible, and on which the remedial influence of the mere presence of a gentleman known to be on the alert is inestimable."

In this one brief paragraph there are suggestions of beginning of case work, adult education (closely related to group work), community organization, and social action! -- all brought to the service of the community and the people who live in it. The settlement movement, which grew from labors of Edward Denison, has demonstrated one pattern of participation in urban programs of community improvement.

Improving the community runs as a vibrant theme through a whole collection of recent books. The titles are eloquent of the contents: Your Community -- Our Home Town -- Small Town Renaissance -- Group Work and the Community -- Small Communities in Action -- Guide to Community Action -- These Things We Tried -- Building a Better Home Town -- and finally: Democracy is You!

On the 27th Floor of the Secretatiat Building of the United Nations, looking down on the largest city in the world, is a little-known group called the Unit on Community Organization and Development. Here a skilled team including an American, an Egyptian, a Pole, and a Chinese, have been working quietly and effectively to dig out facts, enlist personnel, equip workers with technical helps and develop long-range planning -- all with the goal of improving living conditions in communities -- particularly in the villages in "underdeveloped societies."

But community improvement is as vital a challenge to America as to India or Egypt or any other country across the world. Richard Poston has thrown down the challenge to us in relation to our own American communities:

"No single factor is more important to the future of America and to the world at large than is the local community. From it come our ideals, our integrity, our moral strength, our leadership; and these qualities will be no stronger in the American people than are the communities in which they live. For it is the community and the environment found in it that will make us largely what we are. If our communities are strong, America will be strong. If they are weak, America will be weak. This is the critical problem."

All these "levels" -- state, national, and international -- are of great importance; but the most important "level" of all -- the foundation for all the rest -- is the local communities. People live not on higher "levels" but in communities.

"Improving our community" means making it a better place for men, women, and children to live. This is no abstraction -- it means giving people a chance for normal, wholesome, and abundant lives. The basic elements of normal life -- to modernize slightly one of Porter Lee's great insights about social work -- are these six: (1) physical and mental health and sound emotional adjustment; (2) a home and the opportunity for creative individual and group relationships;

<sup>-12-</sup>

<sup>1.</sup> Quoted by Robert A. Woods and Albert J. Kennedy, The Settlement Horizon (N.Y., Russell Sage Foundation, 1922), p. 19.
2. Richard W. Poston -- Democracy is You. (N. Y., Harper, 1953), p. 9.

(3) education; (4) work and a basis for economic security; (5) recreation; (6) spiritual and aesthetic development.

Every community has needs and problems. Richard C. Cabot once spoke of social work as being concerned with "unblocking" the individual who was "blocked" in one way or another from normal life. So, likewise, a program of community improvement, seeks to help the community "unblock" those barriers that stand in the way of a good life for its people.

A program of community improvement is concerned then with improving conditions of living through identifying and seeking to meet community needs through creating, using, and improving all sorts of resources for meeting these needs; and through building creative and cooperative relationships among individuals and groups in the community, since these relationships are basic in the long run to any sound community life. "Community needs" may be needs that concern the whole community -- such as the need for a pure water supply, a park system, or a public library -- or they may be the needs of some substantial group in the community -- such as the need for a child guidance clinic, for children with acute behavior problems, the need for a recreational program for the community, the need of protective services for children, or the need for a program of services for those of our fellow citizens who are variously known as, the aging, older persons, senior citizens, golden agers, and persons with "problems of later maturity!"

#### The Characteristics of a Community Improvement Program

It would seem that a "program", to deserve that name, should have at least these five characteristics:

- 1. First off, there must be concerned people. A program, if it is any good, is not ten numbered paragraphs on a mimeographed sheet of paper -- it is a living, active, growing movement of individuals and groups. So there must be a constituency, a group of participants and supporters, and out of the participants must come the necessary citizen leadership.
- 2. Second, the program needs a clear objective or objectives. It must more than just a movement: it must be a movement that is going in some specific direction, toward some specific goal. It can't be like the young man who "leaped on his horse and rode rapidly in all directions" -- it must have some definite objective and consequently some reasonable limitation of scope. It may be a program to promote safety and reduce accidents in the community; or a program to bring about closer relationships between organized labor and social welfare; or a community council may seek to develop opportunities for wholesome leisure-time activities for the whole community -- but in any case the leaders and participants must be clear about where they are going and what they are trying to accomplish.

- 3. Third, a program implies planning -- looking ahead, "going through the job in imagination, beforehand," trying to think and plot out in advance the best way of proceeding, the problems most likely to be encountered, the possible ways of meeting them, the methods most likely to succeed -- who should do what, and when and where.
- 4. Fourth, I think a program must include a number of related projects or activities, and must continue over a substantial period of time. A program is more than a single speech, a single meeting, a single report, -- it is more even than the attempt to bring a single new agency, such as a child guidance clinic, into existence. The project -- which we shall look at more closely in a few moments -- is the normal unit of operation of a program, just as the individual "case" is the normal unit of operation in a social case work agency, and the recreational or informal-educational group is the normal unit of operation of the group work agency.

A program may have several projects in operation at the same time, or it may take up one project at a time. For example, I read recently a stirring description of the program of the division of the St. Louis Social Planning Council concerned with the Family, Old Age, and Children. Their program included activities and interests that ranged through public child welfare services, day care planning, children's institutions, an institutional conference, adoptions, mentally retarded children, a study of a veterans agency, to services to the aged, Selective Service investigations, and a board member institute.

On the other hand, I heard recently of a health and welfare planning body in a city of about 50,000 which firmly announced a policy that each functional division or committee should work on only one project at a time.

The point is, I think, that a program always ultimately involves a variety of projects and activities, whether they are undertaken one at a time or several of them at once.

5. A program is probably always accompanied by some form of organization. There are some fine-spirited people who tend to shy away at the word or thought of organization. It reminds them of what a friend of mine once referred to as "those charts of yours look like bunches of bananas;" of blue-prints and by-laws and committees and business meetings, and persons who solemnly make motions that the secretary cast one ballot for the slate proposed by the Nominating Committee. We do become over-serious at times about organization mechanics. It has been said that if three Anglo-Saxons were cast up out of the sea, on a desert island, the first thing they would do would be to hold a meeting, adopt a constitution and by-laws, and elect officers.

People who dislike organization might feel better about it if they realized that organization is essentially just people cooperating, in an orderly way, to achieve a common objective. Organization is always merely a means to an end -- never an end in itself.

At any rate, programs and organizations usually go together, and organizations generally flower into committees. Getting the best results from committees is a subject in itself. We haven't time to explore it here, but it may be worth while to refer to two simple and practical guides to committee work: Edward F. Sheffield's pamphlet, Making Committees Effective, and a new book by Audrey and Harleigh Trecker, entitled Committee Common Sense.

An organization usually has to have some kind of a budget, even if it is a very modest one; and frequently a continuing, active organization finds that it needs skilled staff services. For example, a community welfare council, except in the smallest communities, urgently needs the services of someone who has training and skill in social work and particularly in community organization and health and welfare planning.

On the other hand, no one should under-estimate the possibilities of the all-volunteer organization. Some of the liveliest and most effective organizations that I have known and belonged to never had any paid staff. What can be accomplished by an organization of volunteers is limited only by the initiative, capacity, time, and above all the conviction and devotion of the participants.

# How Do Community Improvement Programs Start?

How do programs for community improvement get started? I can think of at least three ways; you can undoubtedly supply others from your own experiences.

One very common way is for a group -- or even a concerned individual, at the outset -- to start with one problem, one need. The group attacks this need, then moves on from this need and this project to other related needs and other projects, which gradually build into a more or less logical program.

An example of the beginnings of a program community development in a rural willage in "a swampland in Egypt" may be seen in this delightful account of the activities of a "multi-purpose" village social worker, a few years ago.

"Mohamed S was different from any other government official the fellaheen had ever known. He didn't collect taxes. He was not interested in catching criminals. He just walked around the village, talking to people and helping them with whatever task they happened to be doing. At first the fellaheen were suspicious, but as time went on, they began to take him for granted and no longer fell silent when he joined a group of them.

"One day, he came upon three fellaheen angrily discussing their school fines. It was bad enough that the children must go to school in another rillage three miles away, but it was worse that the fathers must pay when the children failed to arrive. The fines were large. It would take three days work to pay them off.

"'Why don't you build a school here?'" asked Mohamed. 'Then you could see that the children arrived.'

"The fellaheen shook their heads. They had thought of that, but every inch of ground was under cultivation and could not be spared.

"'Build it over there,' said Mohamed, pointing to a strip of useless swampland.

"Everyone laughed, but Mohamed persisted. The land could be filled with rubbish and dirt from the streets. Level off the hills and the bumps in the roads and there would be plenty of earth to add to it. The government might loan them a truck.

"The men shook their heads, but they began talking about it and soon everyone in the village was talking. Some old men, no longer able to go to the fields, began collecting the rubbish into heaps. Soon almost everyone was picking up rubbish as he walked along and the rubbish heaps grew bigger and bigger, the streets cleaner and cleaner. The truck came. The swamp disappeared.

"By the time the school was built, the village was almost convinced that the government really had sent Mohamed there for no other reason than to help them. They talked to him about many other problems.

"'Is the rich water of the Nile unhealthy as some have tried to claim?'"
"When Mohamed showed them what the water looked like under a microscope,
the fellaheen began to talk about a well. But, again, there was the
problem of finding land on which to place the central tank, and again,
it was the old swampland that held the answer. Deep underground water,
entirely suitable for drinking, was found beneath the filled-in land."

Sometimes a program takes shape from the more or less miscellaneous activities of an existing organization. For example: a community council or community welfare council or village improvement association exists in a community, with a general concern for integrating activities of various groups and organizations, promoting joint planning, and meeting community needs in their areas of interest. The council gradually develops a variety of activities, on an opportunistic basis, and without any logical overall plan. But gradually the council begins to get a general picture of needs, resources, and priorities; and out of the promiscuous welter of activities, the outlines of a rational and balanced program begin to emerge.

Again, an organization in a community may undertake a self-survey or sponsor a study, made, directed or assisted, by specialists from outside. The study may be a broad community survey or community welfare study, or it may be an attempt to get the facts about the needs of a particular population group, children or the aged, for instance -- the problems in connection with a particular segment of community life -- public health, housing, services to individuals in need of certain kinds of help, and so on. In any case, the survey report may contain a series of recommendations which present the outline of a program of community improvement, for the community as a whole or for one aspect of its life.

<sup>-16-</sup>

<sup>1.</sup> An Approach to Community Development (Washington, Federal Security Agency, 1952), p. 5.

## Problems

Individual projects are the blocks out of which community improvement programs are built.

Back of every project is a <u>problem</u> or need. Since a project may involve a good deal of time, effort, and money, it is worth while to start out by analyzing the problem pretty carefully. The following outline may prove a useful tool in making such an analysis. You may test it out on some real problem in your own communities. The tests to apply are: Does this analysis help us to understand the problem better? Does it suggest things that we ought to know or consider in approaching the problem? Is it worth the time it takes?

#### ANALYZING A COMMUNITY PROBLEM

- 1. What is the problem? Describe the problem -- situation. How long has the problem existed? What is the setting and background?
- Who are the persons or groups principally concerned with this problem? What kinds of persons or groups are involved? What personality factors, attitudes, beliefs, prejudices, etc., are significant in relation to this problem?
- 3. Where is the problem? What territory is involved? What relationships, if any, with other geographical units or levels are involved?
- 4. When is the problem? Is it immediate, in the present? Or is it in the future? Is it a temporary, short-time, or long-range problem? Is there a time limit for achieving or proposing a solution? If so, what is the limit?
- 5. Why is this situation a problem? Why is it important that a solution be found? What would probably happen if nothing were done about the situation.
- 6. How may the problem be best approached? What are some of the chief alternatives? More specifically:
  - a. What would be the objective in attempting a solution?
  - b. Who should probably take the initiative?
  - c. What organization (council, association, agency, committee, etc.) or what organized effort, if any, will probably be involved?
  - d. What existing resources can probably be utilized?
  - e. What personnel will probably be needed?
  - f. What methods should probably be used?
  - g. What will probably be the major problems encountered in trying to work out a solution?
  - h. What will be the probable financial cost? How can this cost be met?

# Projects

The last part of the problem analysis edges over into the area of the project.

A project might be defined as a planned undertaking, which has a specific objective, which involves several successive steps and related activities, and which has a beginning and end. The project is essentially temporary, although its span of life may range from a month or so to two or three years.

Some examples of community improvement projects might include:

Planning and executing a survey or study

Establishing a new agency or service

Developing a community open forum

The planning and holding of a study course, a conference on intercultural relations, an institute, a festival, pageant, hobby show, or exhibition

Carrying out a safety campaign in the schools

Bringing about a merger of two agencies or a reorganization or change of program in an agency

Carrying on a local legislative campaign in behalf of a needed state law or local ordinance

You can extend the list indefinitely, in terms of the experience of your own community. It may be useful to suggest an outline of "typical steps" in the development of a project, if it is held firmly in mind that projects, like people, are highly individualistic and frequently do not behave as neatly or logically as this outline suggests.

- 1. The recognition of a problem or need appears to be the first step.
- 2. Some statement or <u>analysis</u> of the problem would normally follow.

  (A physician or social case worker would call this diagnosis.)
- 3. In some cases, but by no means all, definite <u>factfinding</u> must be undertaken before real progress can be made.
- 4. Planning what to do about the problem is logically the next step.

  Planning involves the invention or generating of an idea and working out the best way to proceed. Planning has been called "going through a job in imagination, beforehand."
- 5. Frequently the action to be taken will require some kind of official review and approval, such as by a board, committee, public official, etc.

- 6. The next step is normally action (usually cooperative action) in executing the plans and initiating the service or project.
- 7. Along with the planning and action should go adequate recording of what is done.
  - 8. As the action proceeds, problems will be encountered, and usually certain adjustments will have to be made in the original plan in order to meet these problems.
  - 9. At the end of the project, and at intervals if it is long continued, there should be evaluation of what has been accomplished and decision as to next steps, if any.

In the selection of projects to make up a current program, an organization will need to consider such questions as: (1) What are the relative importance of the various needs expressed and the projects proposed? Which should have priority? (2) Which projects are most opportune from the standpoint of timing? (3) What are the chances of a particular project's being effective? (4) Is the project likely to be worth the cost in time, effort, and money?

There is, of course, no easy prescription for compounding a program of community improvement that will be guaranteed to "succeed;" moreover, if you are not satisfied with it, you don't get your money back!

As a matter of fact, every community improvement program must be fitted to the needs of that particular community. Furthermore, a vital program cannot even be "made to order;" it is a gradual growth rather than a product of mechanical construction. Such a program is a collective adventure and it is replete with risks -- just as democracy is full of risks.

However, in closing, it may be possible to suggest three factor that are likely to give a program its brightest hopes for being of practical use to the community and its people.

The first is keeping the program democratic. This means widespread participation and trying to broaden the base of interest, understanding, and support so that, as nearly as possible, the whole community may become the "constituency" for the program.

The second is the quality of leadership. Ordway Tead has said that leadership is the activity of influencing people to cooperate toward some goal which they come to find desirable. And a Chinese philosopher, once said:

A Leader is best
When people barely know that he exists,
Not so good when people obey and acclaim him,
Worst when they despise him.
Fail to honor people,
They fail to honor you;
But of a good leader, who talks little,
When his work is done, his aim fulfilled,
They will all say, "We did this ourselves."

Finally, the program calls for a sense of commitment on the part of everyone who participates in it. Such participation should not be regarded as a civic chore or a mere humdrum organizational enterprise. Such a program presents rather the opportunity and the privilege of playing a part in an essentially patriotic and spiritual undertaking -- an adventure that goes to the roots of cooperative living and practical brotherhood in a democratic society.

The spirit of this adventure -- however we may phrase it to fit our individual religious beliefs and philosophies -- is not far from the spirit of those unforget-table words of Josiah Royce:

"I believe in the beloved community and in the spirit which makes it beloved, and in the communion of all who are, in will and in deed, its members. I see no such community as yet; but none the less my rule of life is : act so as to hasten its coming."



COMMUNITY IMPROVEMENT
AND
SOCIAL WORK
By

Nelson C. Jackson, Director Community Services National Urban League

# Introduction

In these days of international tensions we hear from many sources the statement that we should make this a better world in which to live. Making this a better world has different meaning for people. In the United States of America, which has the highest standard of living in the world, are many who do not have a full and satisfying life. Briefly, we are vitally at grips with the job of trying to get food, clothing, and shelter for all of our people. This is basic to any consideration of improving our communities.

This simple dictum involves our consideration of such things as the basic economic needs of communities, its populations, the migrations of people, and the concern for our fellow-man of whatever race or religion.

We also have a feeling for the kind of problems which are barriers to a strong community, such as bad housing, juvenile delinquency, and elemental concepts in family life which are perplexing more so today than at any other period of our history. As part and parcel of this dilemma is the problem of education. Educational news in the pages of daily newspapers currently relate to shortages of buildings and teachers, and more recently to strife as a result of the Supreme Court Decision de-segregating the public schools.

Many communities are old, and have inadequate streets, water supplies, sanitation systems, lighting, zoning, and laws regulating structures of one kind or another. The field of social work has to find some way of bridging the gap between physical and social planning, although too often there is a lack of knowledge of or consideration for the relationships involved.

How, then, does the field of social work assist in the matter of community improvement? If we rely upon our tools in the fields of casework, group work, and community organization, we give service either to the individual group or community in the light of the skills which have been garnered and experiences in practice. Too often, however, those skills are not sufficient to do the jobs necessary, and even among some social workers there is a complete lack of understanding between relationships in one field of practice with another. We can get so concerned with the rights of the individual or needs of the individual or group that we overlook some of the basic problems that cause the breakdown in community life. Ideally, there should be a complete movement from dealing with an individual family or a group, to the wider service to the environment or community.

## Structures

The field of social work has a variety of structures which can be useful in improvement of communities. That they are not used to the fullest is not a subject for this discussion, but a knowledge of some will be of advantage to those who are committed to this responsibility. On the world scene, of course, there is the United Nations and various departments relating specifically to social welfare. In addition, there are various departments of the Federal Government which have responsibilities for overseas activities in a community organization program.

In our own Federal Government, the establishment recently of the Department of Health, Education, and Welfare as a Cabinet post provides status for the field of social welfare and a line of communication as agencies and individuals are concerned with many of the public voluntary programs in this area of interest.

Two national combinations of agencies, Social Welfare Assembly and United Community Defense Services, are of significance, both committed to improving the American way of life through social welfare. The Assembly, which includes a membership of some 63 national agencies has as its primary responsibility the development of a community organization program, and has been responsible for some worthwhile pioneering in several knotty problems in American life. As an indication, Mrs. Geneva Mathiasen last fall in New Orleans discussed some of the activities of the Assembly in the field of service to the aged.

United Community Defense Services combines 15 national agencies whose representatives are giving attention to the problems faced in unorganized areas and small communities in regions beset by the defense impact. The value of both structures is that it brings together personalities in national agencies who, knowing one another and their agencies' function and responsibilities can better serve. One important thread which runs through each of these developments is that of communication. And communication is necessary in all of our undertakings or there is no development of programs. Each national agency carries on a community organization function with its local affiliates and serves as a consultant to communities on problems affecting areas of competence in which particular national agencies operate. Sensitiveness to the services which can be given by these national agencies are often disturbed in local communities by the fear of outside domination.

The financing of programs of social welfare is actually big business. George Rabinoff in a paper given before the National Urban League Conference in Pittsburgh last month reported: "Figures prepared for the recent International Conference of Social Work in Toronto, showed that Federal, state, and local governments spent \$9.7 billion in 1953 for welfare purposes, while voluntary agencies spent an additional \$700 million, not including OASI or other programs periferal to social welfare. Estimates up to \$23 billion have been compiled to cover annual public and voluntary expenditures for social work, health, education, religious, and similar programs."

In 1954, 1800 communities conducted Community Chest campaigns including about 500 United Funds, raising about \$280 million. The rate of increase in the number of United Fund campaigns is faster than that of community planning bodies. Some consideration to the planning phases of our programs is necessary to keep pace with the securing of funds for programs.

On the state and local levels, there are also structures which aid individuals and agencies to effect the balance in communities between needs and resources.

Our experience in local communities is varied. A variety of plans are utilized. Among them are neighborhood councils and organizations, block unit organizations, and committees. Neighborhood units and councils are of value in small geographic areas where individuals, members of these units, can translate their urges into action not for individual members but for the community. One of the difficulties in this type of organization is the possibility of translating action beyond a narrow geographic unit on a neighborhood level into consideration for a wider community problem. These types of structures are important if they build into the individual a concern for greater service. They can be utilized if people are indoctrinated as members of committees whose horizons are thus broadened to make an impact on programs necessary for their community.

No matter what the structure, which includes the use of volunteer and professional people as well as organizations which are of value, a job does not get done without stimulation or the translation of knowledge into action.

This stimulation is oftentimes based on fact. Although simply put, it is not as easy to move from the securing of facts, even into a concern for change. I can think of several instances where research specialists have been brought into communities, gathered the facts, met with community leaders, and so incensed the body politic that nothing could be done to carry out recommendations which had been made at that time. Quite often this is necessary because this type of catharsis, or shock therapy, is the only way of awakening a sleeping community from its lethargy.

Oftentimes, the individual who provides the shock therapy is not the one to get the job started because people are too angry, but the local groups who were responsible for bringing the specialist in can move ahead with another specialist who has not been responsible for opening the wounds of community disinterest and apathy.

More often than not, the knowledge of a crisis situation will weld people together into a team. H. Clay Tate, in his provocative book lists four criteria in building a better home town. They are:

- 1. Essential to any program of community imprevement is the development of community teamwork.
- 2. There must be a voice of authority based upon the cooperative judgement and will of all the people.

- 3. The community newspaper can do more than any other agency to weld the people into a working team.
- 4. The paper must be devoted whole-heartedly to the community's welfare. 2/

These criteria proved valuable in the small communities where community improvement took place as noted in Mr. Tate's book. For large communities, methods of interpretation would have to be varied and the use of other media exploited.

# Interpretation

It is common knowledge that interpretation is one of the very important facets of social action as necessary to improving communities, and all interpretation in this field must have a purpose. That implies as much planning as enters the determination for research. Four general rules might serve to refresh the memory. They are as follows:

- 1. Determination of audience to be reached.
- 2. How to reach the audience.
- 3. What is the opposition and how strong is it?
- 4. How are they brought in on a constructive basis?

One unsuccessful attempt in organizing a branch of a national agency embedies most of these criteria, and often the failures are as important as the success stories in the community organization learning process.

Several years ago I was invited to visit a Southwestern community to follow through on an organizational stint begun by my predecessor. A large segment of the population had agreed that a branch of the organization was necessary. Stories were carried in the newspapers and an organizing committee composed of top citizens had made studies of branches of the organization in communities in the general area and were ready to make a report. Favorable action was recommended by the Agency Needs Committee to the Board of the Community Chest for inclusion of the agency. Conferences with the Community Chest Director revealed that at no previous time in the past had the Community Chest Board turned down a favorable report by the Agency Needs Committee of that body. Despite this reassurance from the Chest Director, I recommended that I be invited to come to the community at the time that the matter was under deliberation by the Chest Board so that any questions might be answered. I was told that this was unnecessary.

At the time of the meeting, the report of the Agency Needs Committee was turned down 13 to 2, and several years of organization and planning were lost. It was impossible to find out for a year or two what actually occurred, but the story which I was told reveals one of the problems, namely, who the opposition was, its basis for opposition, and its strength. A careful analysis of the facts

<sup>-24-</sup>

<sup>2/</sup> Tate, H. Clay, Building a Better Home Town, Harper and Brothers, N.Y. 1954, p. 31 ff.

showed that one individual, misinformed, had engaged in a filibuster to kill the agency's chances and because of the prestige of this person none of the other members of the Board would cross him. Thus the community did not secure an agency which it saw as a necessary part of the community's family of agencies to serve its citizens.

It would have been very important to find out what epposition there was within the body, the basis for it, and, if possible, to work with the opposing forces to bring them into the orbit of organization before the damage could be done.

This oftentimes is not so easy because community causes are often thwarted by persons on the lunatic fringe who seek to divert the public mind to their own interests. This is all the more reason for taking the public into complete confidence in the initial stages of interpretation.

As a case in point, the newspapers have related the difficulty in Milford, Delaware around the de-segregation policy in its public schools. The Board of Education attempted to get across a plan without any interpretation at all to the public, which gave rise to opposing groups playing upon the fears of the people to the extent that mass hysteria developed.

There is no substitute for calm and deliberate thinking at the point where it's necessary to develop activities which are new or varied from a community's past experiences. Despite the difficulty in Milford, John M. Popham in The New York Times of Sunday, October 4, 1954, relates that the problems in Milford, Delaware, and Baltimore, Maryland, are rare instances of opposition in contrast to the general program of normal acceptance of change that is occurring in many communities. The twin problems of segregated housing and employment difficulties are two cancers which have to be removed, however, by American communities in the quest for freedom.

Commanding the attention, at least of the National Urban League, in addition to the above, is the problem of foster home and adoption services for minerity children. Interpretation of this need is now finding listeners among many of the national agencies and local organization having responsibility generally for this field of interest. Agencies primarily responsible have often shied away from the acceptance of responsibility because of many reasons, among them being how to approach the problem.

#### The Role of Social Work and Social Workers

Social work in the light of changing conditions on the American scene must re-evaluate its concepts and goals. This, of course, sounds like social work "gobble-dy-gook", but in essence is involved the development of personality in agencies and social workers which allows them to face community problems without fear. This is easier said than done, it is recognized, because all social workers are employed by agencies, in the main, which are concerned with financing their going programs. Quite often action is stopped because some powerful individual or group has threatened the Chest, which in turn puts pressure on an agency to cease and desist. This can only be overcome by powerful friends of the agency counteracting destructive forces at work.

This dynamism pertains to a commitment of a course of action which will be followed through until completion of a project is assured. Many national agencies are re-thinking their roles in the light of new and current developments which is a constant practice and valuable in service to their constituents. National agencies, through their boards, are increasingly going before Congressional bodies and legislative tribunals as experts on proposed legislation.

The National Social Welfare Assembly has had a series of meetings to ascertain how far social agencies can go in the matter of promoting legislation. This is one of the most questions in the field because there has been no definite decision regarding how much of an agency's time or money can be spent in effecting legislation without losing tax exempt status. It is, however, one of the questions which must be resolved if social work is to properly carry out its function to improve our communities.

With the development of defense-impacted communities, such as some of the atomic areas in the country, a new set of patterns for national agencies has emerged. The team approach, epitomized by UCDS, is more significant today than ever before in the history of social welfare because agencies banded together can be of greater service where preliminary planning occurs. A new view on the horizon is the small community which cannot afford services of all agencies. This requires statesmanship on the part of agencies and their representatives. Is there to be the establishment of a branch of "X" national agency primarily because that agency got to the community first and noted among its many problems the need for this particular agency's services? I should think not, since priority of need is the determining factor of what should be approached first. In the final analysis it may mean that the type of service a community needs is an undifferentiated type of operation rather than a branch of a national body.

In one small community of which I have knowledge, after a number of national agency representatives had been in, their recommendations pointed to the need for the employment of a community social worker, a community organization person who could help that community with its many problems and relationships.

# The Role of the Social Worker

Too often the social worker who comes into a community to do the community organization job in the initial phases of any improvement program is handicapped because of the element of time. His functions have been described in the literature as the enabler, the catalyst, the educator, and the specialist. Most important is that of education.

The community organization practitioner has his job cut out for him in attempting to use his skills with the groups interested in providing social welfare programs as he seeks to provide the educational process to promote action. He cannot impose a program on a community. He merely helps committees and groups to get the things which they see as necessary for their own advancement. I quite often think of the lawyer who called long distance to say that he wanted a branch of the Urban League set up in his community within 30 days. Actually it took one year, working with the organizing committee and other forces in the community, to bring about the organization. Involved in this year's activity were many visits, development of steps, interpretation, research, and all the concepts that go into

community organization before an agency actually came into being. The greatest responsibility in this particular setting was the maintenance of balance between those who were for and against the operation. After all the groundwork was laid and acceptance assured, the routine kinds of services had to be provided. They included the development of a board, the acceptance of a constitution and by-laws, priorities of program, the acceptance by the national body, and the employment of an Executive. The initial budget had to be high enough to provide the professional competence necessary within the ability of the community to pay in relationship with other agencies doing a similar type work. None of these things occur in communities without a dedicated and intelligent leadership which has been carefully selected and represents the community. The social worker has to be a part of this activity.

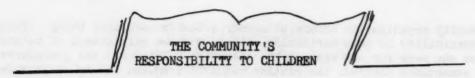
## Conclusion

Knowledge of the setting or communities which need improvement is necessary. The transfer of skills used by the social worker whether casework or group work to social action must be effected with ease.

In any setting there are also a variety of structures which can be used. That structure or combination is important insofar as it serves to start movement. The simpler the structure, the easier is the job.

Interpretation must be handled with skill to secure awareness and participation of persons or groups who are opposed to programs.

Social agencies and social workers must re-define roles to keep abreast of new developments and problems. A shift in tempo is often necessary to keep in step with changing events. In this arena the social worker is most important as an educator whose skills are constantly available to make the improvements necessary in American communities.



By

Robert H. MacRae Executive Director Welfare Council of Metropolitan Chicago

It has been frequently stated that we live in a child centered society. Unlike some periods of human history we have placed a high value on children. We have been sensitive to their rights: determined to prevent their exploitation. The White House Conferences of the past forty years have enunciated bills of rights for children and established goals for happy and healthy childhood. Millions of dollars and human energy beyond measure has been spent in striving for these ideals. It is no longer considered debatable that every child is entitled to education to the limit of his ability, to protection of his health, to the affection and security which insures sound emotional development. Yet in spite of all our expenditures of time and money in the pursuit of the best possible development of children, there is vague uneasiness in many quarters that we are failing. In other quarters, there is insistence we must return to the harsh discipline, the blind obedience, the rote learning of an earlier day. The States Attorney of Cook County has recently said that the return of the woodshed will mean the disappearance of juvenile delinquency. You and I can only respond that his memory is as faulty as his judgement. Yet in spite of all the gains of the past half century you and I will agree the community is failing its children at many points. More imaginative educational methods, phenomenal progress in protection of health, widespread parent education all have all been good. We need more, not less. Yet there are other things needed if the community is to meet its responsibility to children in full measure.

Recovery of Discipline. The first of these needs of which I wish to speak is what I choose to call the recovery of discipline. The freedom of our kind of society depends upon an inner discipline of the spirit. In an authoritarian society discipline is exercised from without over all members of society. Compliance brings about conformity. Historically, America took a different course. We have assumed that every good citizen wil possess the inner discipline which will lead him to accept voluntarily the responsibilities of good citizenship. We are on the defensive today because too many of our people have lost, in some measure, this essential sense of inner discipline. Recently I read a few lines of verse written by a lady who bears the name Agnes Lee. While her skill as a poet is most certainly limited, the concept she conveys in the following lines is to the point of my comments.

The snow is lying very deep.
My house is sheltered from the blast,
I hear each muffled step outside,
I hear each voice go past.

But I'll not venture in the drift Out of this bright security, Till enough footsteps come and go To make a path for me.

How frequently have we heard our friends and neighbors voice a similar point of view! Yet our kind of society cannot live and grow when people do not live up to its ideal until others have made the path safe and secure. A mature and responsible person will act as a self-respecting, free moral agent. Every one of us recalls those ringing lines of Patrick Henry, "I know not what course others may take; but as for me, give me liberty or give me death!" Ignore for the moment the purple prose, and observe the emphasis upon personal responsibility. "I know not what course others may take, but as for me" - The way was clear for Patrick Henry. He was not waiting for someone else to make the path safe and secure for him. He was prepared to shoulder his responsibility regardless of the position of others. And regardless of the consequences.

The responsible citizen will play a personal part in the business of building and running the society in which he lives. This calls for imagination, for more than a little personal inconvenience, and certainly for hard work. Yet the continuing vitality of American society has rested upon this principle of voluntarism. A person fit to live in our kind of society must have a capacity for joining hands with others in support of causes larger than himself.

Robert Frost once wrote, "Every child should have the memory of at least one long-after-bedtime walk." If you will let me paraphrase this, I would like to suggest that every child should also have a memory of one active adventure of participation in a significant public service. Perhaps it is a tree planting in a public park, perhaps it is a fund raising effort to purchase needed equipment for a school playground, perhaps it is collection of waste paper to meet a war-time shortage. Whatever the circumstances, this investment of the child himself in some common public service provides him with a sense of participation and a partnership which will color his entire life's experience. In other words, we need to give our children opportunities for participation so that they feel themselves a part of a larger whole and gain a sense of commitment to the common good. Out of such an experience will grow that essential inner discipline without which a democratic society cannot survive.

I suggest, therefore, that the first of the community's responsibilities to children is the Recovery of Discipline on the part of adults. From our example our children may gain a sense of being a part of a dynamic and moving community life in which participation is a creative and satisfying experience.

Preservation of the Right of Dissent. The second major community responsibility for our children is the preservation of the right of dissent. We read the history of "knownothingism" in 19th century American policies with both disbelief and shame. It is not a happy page in American political history. Yet we have little reason today to feel smug or superior. The current excesses in American political life which bears the label "McCarthyism" strikes a similar note. I invite you to read thoughtfully James Wechsler's "Age of Suspicion" if you are feeling superior to our countrymen of a century ago. It is an unhappy experience to realize that thousands of our fellow citizens have confused dissent with treason. Unscrupulous demagogues have been ready to exploit honest fears of subversive activity. Conformity to a demagogue's standard has become the rule of the day in all too many places. Non-conformity is a matter of grave suspicions. Yet in our same moments we are aware of the fact that dissent is fully protected by that same Constitution which the demagogues protest they are preserving. In our saner moments we are aware that dissent is essential to a growing and vital democratic society. In our wise moments we know that the clash of opinion in the marketplace of ideas is the means by which we hammer out public policy. The very heart of Americanism is independent thought. This implies the right to criticize the status quo. There are many loud voices who would deny us that right. We should be alarmed by every tendency in public life which tends to restrict the right of independent thought. The distinguished jurist, Learned Hand, recently expressed that fear and concern in these vigorous words:

"There is abroad in the land a spirit of general suspicion and distrust, which accepts rumor and gossip in place of undismayed and unintimidated inquiry .... I believe that the community is already in the process of dissolution where each man begins to eye his neighbor as a possible enemy; where non-conformity with the accepted creed, political as well as religious, is a mark of diaffection, where denunciation without specification or backing, takes the place of evidence; where orthodoxy chokes freedom of dissent; where faith in the eventual supremacy of reason has become so timid that we dare not enter our convictions in the open lists to win or lose."

I invite you also to listen to the words of Thomas Jefferson, whose remarks in his first inaugural were as follows:

"If there be any among us who wish to dissolve this union, or change its republican form, let them stand undisturbed, as monuments of the safety with which error of opinion may be tolerated where reason is left free to combat it."

Thomas Jefferson was not declaring himself in favor of revolution; he was merely expressing his confidence in our people and in our political system, as well as in the values of independent thought. It is wise for us to remember that Jefferson spoke these words in 1801 when our Constitution was scarcely more than a decade old. Our government was by no means secure from the violent debates which raged within the American republic nor were we free from dangers without as France and Britain struggled for supremacy in the Western World. If Jefferson could speak with such calmness in 1801, have we not more right to speak with

equal serenity in a day in which American power and might is overwhelmingly great?

We hear all too frequently today a defense of the demagogues to the general effect that while their methods are reprehensible, the circumstances justify their actions. Are we ready to accept the immoral doctrine that the end justifies the means? If we do so, have we not placed our own moral position on a parity with our enemies of the Communist left? No great idea is advanced by reducing its moral position to that of its adversary. The insistent question we must answer is this -- do we have the courage and serenity to preserve this right of independent thought, this right of non-conformity, this right of dissent? To believers in freedom there can be only one answer to that question. As Elmer Davis has so recently reminded us, this will remain the land of the free only so long as it is the home of the brave.

Let me suggest then that our second great responsibility to our children is the maintenance at all cost of this precious right to dissent. It is the heart of our social and political system.

Now to my third point. Recognition that ethical values essential to our philosophy must find their roots in religious faith. Dr. W. T. Stace, distinguished professor of philosophy at Princeton University, has observed that western civilization has for its inner substance a unique cluster of ideas. These ideas cling together. They imply one another. The chief members of this cluster of ideas are (1st) the infinite value of the individual, (2nd) the equality of all men (in some sense or other), (3rd) individualism, (4th) liberty. These ideas have a deep claim upon the great majority of men and women in the Western World. They are regarded as being central and essential to our entire system of thought and our outlook on life. They are acknowledged to be noble ideas, but is seems clear that to millions they are increasingly regarded as impotent ideas. The religions of Fascism and Communism reject this cluster of ideas as an outworn vintage of an earlier civilization. What many of us have failed to realize is that these great ideas find their source in a religious faith of Judeo-Christian origin. Millions have discarded their religious faith and kept the ethical values flowing from that faith. In other words, we now have an ethic without a religion. Communism, on the other hand, represents a religion without an ethic. We cannot face successfully this challenge to our system without discovering anew the religious source of the ethical values we cherish. Commenting on this situation, Dr. D. Elton Trueblood has designated our civilization as a "cut flower civilization." Cut flowers are beautiful for a time, but they are cut off from their sustaining roots and cannot live. We cannot maintain the doctrine of the dignity of man apart from faith that every man is a child of God. If we genuinely cherish these basic ethical values we soon find that we must recapture the religious faith from which they sprang. I am not speaking now of any particular dogma or creed, but of the insights embodied in the Judeo-Christian outlook on life. This philosophy at one time so completely commanded the hearts and minds of men that it overturned an entrenched paganism and claimed the Western World for its own. Today this burning faith has been replaced by a kind of watered down humanism which is good as far as it goes, but is not adequate for the great issues and the perilous times in which we live. If we have a genuine conviction about the importance of these great ethical values, then it is wise for us to search for their source, and claim that source as our own. In so doing we will prepare ourselves to face a system of

thought now on the march which represents a religion without an ethic. It seems clear to me that if a community is to meet its responsibility to its children it must be prepared to transmit to them a faith adequate to the turmoil of the day. This will not be accomplished by mouthing pious precepts. It will come from the contagion of an example.

Now these three broad areas of activity are the responsibility of every thoughtful, sensitive and responsible citizen. They seem to me, however, to be a very special obligation of those of us who proudly bear the name of social worker. We have an abiding commitment to advance human well-being, to help men, women and children realize their full potentialities as human personalities. We are engaged in a form of ministry. We are an expression of the conscience of the community at its warmest and best. We are the keepers of the social conscience. We are the voice of the voiceless who will not be heard unless we speak for them. We are the expression of disciplined compassion at work in community life. Upon us, then, rests a moral responsibility even greater than that of our fellow citizens. We should shoulder that responsibility readily, even joyously. From time to time it is wholesome for us to refresh our faith and renew our commitment. I invite you to do so with me as I read a testament of faith written by Norman Cousins. While Mr. Cousins is not a social worker he seems to speak for you and me.

"I am a single cell in a body of two billion cells. The body is mankind.

I glory in the individuality of self, but my individuality does not separate me from my universal self - the oneness of man. My memory is personal and finite, but my substance is boundless and infinite.

The portion of that substance that is mine was not devised; it was renewed. So long as the human bloodstream lives I have life.

I do not believe that humankind is an excrescence or a machine, or that the myriads of solar systems and galaxies in the universe lack order or sanction.

I may not embrace or command this universal order, but I can be at one with it, for I am of it.

I believe that the expansion of knowledge makes for an expansion of faith, and the widening of the horizons of mind for a widening for a widening of belief. My reason nourishes—my faith and my faith my reason.

I am not diminished by the growth of knowledge but by the denial of it.

I am not oppressed by, nor do I shrink before, the apparent boundaries in life or the lack of boundaries in cosmos.

I see no separation between the universal order and the moral order.

I cannot affirm God if I fail to affirm man. If I deny the oneness of man, I deny the oneness of God. Therefore I affirm both. Without a belief in human unity I am hungry and incomplete.

Human unity is the fulfilment of diversity. It is the harmony of opposites, it is a many-stranded texture, with color and depth.

The sense of human unity makes possible a reverence for life.

Reverence for life is more than solicitude or sensitivity for life. It is a sense of the whole, a capacity for wonder, a respect for the intricate universe of individual life. It is the supreme awareness of awareness itself. It is pride in being.

"I am a single cell. My needs are individual but they are not unique.

When I enter my home I enter with the awareness that my roof can only be half built and my table only half set, for half the men on this earth know the emptiness of want.

When I walk through the streets of my city I walk with the awareness of the shattered cities beyond number that comprise the dominant reality.

When I think of peace I can know no peace until the peace is real.

My dedication, therefore, is to the cause of man in the attainment of that which is within the reach of man.

I will work for human unity under a purposeful peace.

I will work for the growth of a moral order that is in keeping with the universal order.

In this way do I affirm faith in life and life in faith.

I am a single cell in a body of two billion cells.

The body is mankind."

reft for the America we consider out the party of see 1

and I to the way to a last I the out of the last of th

The second secon

The property of the party of th

The company of the contract of

the state of the control of the state of the

The first control of the state of the state

tell sedent form to be to rectably only a process of

And the same of the Paris of the State of th

solved me to more of the professor management of

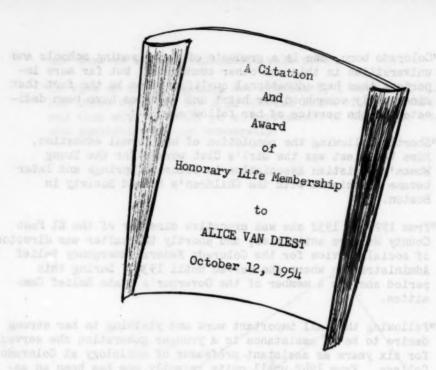
many belowing a rate of the most of the life is

and the control of th

heart of plan time of the death and the late of the late of

and the control of the part of the Albert State of the St

Lateral and which



The high light of the opening session of the annual meeting of the Colorado Conference of Social Welfare was the presentation of a life membership in the organization and a corsage to Miss Alice E. Van Diest of Colorado Springs. The award is one that is made annually to someone who has rendered outstanding service to the Colorado Conference and who has since retired.

The presentation was made by Vard V. Gray, president of the Colorado Conference of Social Welfare. Roy A. Davis of Colorado Springs, chairman of the Colorado State Welfare Board, wrote and read the citation, which follows:

"You have just asked the question, by what token does Miss Alice Van Diest possess the necessary qualifications to receive the 1954 special award from the Colorado State Conference of Social Welfare.

"Inasmuch as I was a member of the Special Awards Committee which unanimously designated Miss Van Diest to receive this high honor, and having some knowledge of her many fine and unselfish contributions to the work in which we are all so vitally interested, I feel qualified to answer your question.

"Time precludes a complete enumeration of Miss Van Diest's many and varied activities in the field of education and social work. Suffice to say, she possesses an education background which enabled her to promote and develop an almost unbelievable list of worthwhile accomplishments.

"Colorado born, she is a graduate of many leading schools and universities in this and other countries. But far more important than her educational qualifications is the fact that since early womanhood her heart and energies have been dedicated to the service of her fellow man.

"Shortly following the completion of her formal education, Miss Van Diest was the Girl's Club worker for the Young Women's Christian Association in Colorado Springs and later became associated with the Children's Friend Society in Boston.

"From 1928 to 1932 she was executive director of the El Paso County Welfare activities, and shortly thereafter was director of social service for the Colorado Federal Emergency Relief Administration where she served until 1936. During this period she was a member of the Governor's State Relief Committee.

"Following this all important work and yielding to her strong desire to be of assistance to a younger generation she served for six years as assistant professor of sociology at Colorado College. From 1942 until quite recently she has been an associate professor at this school. Ill health has forced her into retirement at this time.

"Miss Van Diest founded the Colorado Springs League of Women Voters and served as its first president. She has been vice-president of the State League of Women Voters, president of the State Business and Professional Women's Club, a member of the Commission on Criminology of the National Conference of Social Work.

"There are many other activities I could mention, Mr. President, but I am persuaded that this partial list is adequate to justify the action of the Special Awards Committee."

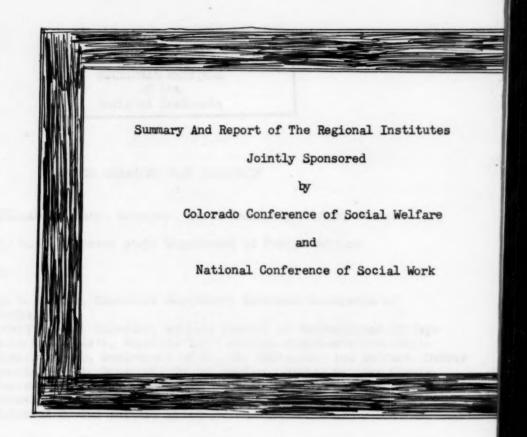
"I once asked Miss Van Diest to designate the one thing which had meant most to her in her most useful career. Without a moment's hesitation she stated that it was her work with children. This, of course, would include her teaching where she built in the hearts of her students a monument more enduring than any shaft of bronze or granite. A number of these students entered the social welfare field due to their work in her classes.

"Having known Miss Van Diest for many years, and realizing the far-reaching scope of her many fine contributions to the field of social work and to the Colorado Conference, there is a great temptation to praise lavishly this most remarkable and outstanding woman. I realize, however, that she would not want me to do so. She has given generously and unstintingly of her time and ability, with no thought of reward other than the satisfaction

one derives in the realization well done.

"In view of the foregoing, Mr. President, I move that Miss Alice Van Diest be given the 1954 Special Award of this Conference, and that with it shall go an expression of the love, respect and admiration of our membership."





SUMMARY REPORT SECTIONAL MEETINGS of the Regional Institute

### HOW TO ORGANIZE YOUR COMMUNITY

MODERATOR: Mrs. Elizabeth Foley, Director, Grace Community Center, Denver

REPORTER: Fern I. Mauk, Colorado State Department of Public Welfare

## PANEL PARTICIPANTS:

Mr. Joe R. Hoffer, Executive Secretary, National Conference of Social Work

Mr. Robert MacRae, Director, Welfare Council of Metropolitan Chicago Miss Ruth M. Bartlett, Regional Child Welfare Representative, Children's Bureau, Department of Health, Education, and Welfare, Denver

Mrs. Martia Hempel, Director, Social Service, Mental Hygiene Clinic, University of Colorado Medical Center, Denver

Mrs. Geneva Mathiasen, Secretary, National Committee on the Aging, National Social Welfare Assembly

Miss Dorothea Spellman, Professor of Social Work, School of Social Work, University of Denver

Miss Marie C. Smith, Director of Child Welfare Division, Colorado State Department of Public Welfare

Miss Barbara Van Etten, Consultant on Community Organization, Child Welfare Division, Colorado State Department of Public Welfare

Dr. William Y. Takahashi, Chairman of the Advisory Board, Boulder County Child Guidance Clinic, Boulder

The members of the panel raised and discussed questions and later with the assistance of Mr. Hoffer the audience was arranged in groups of about fifteen members each and questions from these "buzz sessions" were also submitted to the panel and discussed.

## HOW ARE COMMUNITY NEEDS DETERMINED?

- 1. Is this need recognized by key people in the community?
- 2. Are there a number of referrals in relation to the need?

3. Is the community aware of a service that can be given in relation to this need. Such community groups as PTA, AAUW, may want to make a project of studying the need and services that can be developed in relation to it. Objective surveys can be very helpful. It is important to allow time for information concerning such projects to be disseminated in the community so that the need will be recognized by more than just a few people.

# ONCE A NEED HAS BEEN ESTABLISHED HOW DO WE GO ABOUT GETTING COMMUNITY ACTION CONCERNING IT?

- 1. It is essential to make sure that the need is a real one. We should analyze our assumptions to determine what makes us do things.
- 2. We should start at the point of the realness of the need that is, who is concerned about it? Who initiated it? From this point we can progress to who should be involved. Our first start need not be our final start because we do not have to have all the facts to begin a course of action. We can add facts as we go along. In planning include those who are going to be served if this need is met.

# ONCE A NEED HAS BEEN ESTABLISHED AND WE HAVE STARTED A PLAN TO GET COMMUNITY ACTION, HOW DO WE GAIN A WIDE SPREAD SUPPORT IN THE COMMUNITY?

- 1. Once we have assembled a group their thinking should be included in the planning. We begin by presenting the facts to them.
- 2. This group decides what should be done as the next step.
- 3. In order to be effective, it is important to not spread ourselves too thin. "We can't reform the world and the ulcer we save may be our own."
- 4. It is important to set goals and then let the community know what these goals are so that the community can rally to them.
- 5. An effective tool in gaining community support is to get the thinking of interested individuals concerning these goals.

#### HOW DO WE DEAL WITH THE OPPOSITION?

- 1. We can understand the nature of the opposition by informing ourselves concerning the convictions to which they are loyal.
- Disagreement indicates more action and often is easier to deal with than indifference or ignorance.
- 3. Analyze our assumptions as to what constitutes the opposition.

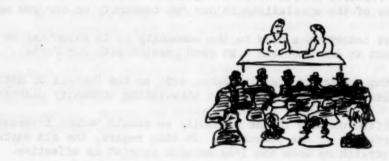
As planned the audience arranged themselves in buzz session groups and the following questions were developed by these groups and discussed by the panel.

- 1. What is the role of a person working in an agency in relation to community projects?
  - a. The worker is not a manipulator but an enabler. The worker can be enabling by: (1) Bringing people and facts together.(2) Knowing the sources of facts. (3) By being a go-between at points of hostility and not becoming involved personally.
  - b. Social workers should evaluate their attitudes regarding politics. Not all legislative action is partison.
- 2. How may community groups get a resource person in the community?
  - a. The people concerned about the need can become specialists by studying it.
  - b. It is important to proceed on the assumption that there may be a resource person close at hand and to be sure that we are making use of the specialists in our own community or our own agency.
- 3. When we interpret a need to the community it is essential to appeal with and to the emotions we need passion with our facts.
- 4. Existing community organizations, such as the Council of Social Agencies, can be a real tool in stimulating community planning.
- 5. As welfare workers in the community we should become interested in the problems of the community. In this regard, the old saying "You scratch my back and I'll scratch your's" is effective.
- 6. In considering criteria for establishing priority of community projects, we need to evaluate the timeliness of the project.
- 7. How do we get the interest of the guardians of the public purse? In relation to this question the panel pointed out that it involved a negative assumption and that in a democratic society we have the right to assume that the guardians of the public purse are interested in the welfare of the people. Legislators in the community are interested in and should be involved in community projects.
- 8. When we are considering community attitudes and feelings concerning a particular project, it is important to respect these feelings and attitudes never ride rough shod over a minority opinion.
- In our efforts to gain the support of the community concerning a project, we must avoid overselling it. It is our responsibility to present the weaknesses in the plan as well as the strengths.

10. Assuming we have all the ingredients for a "whole loaf" should we settle for a half a loaf. There is much to be gained by settling for a half a loaf but we need to be sure that it isn't a "half baked loaf."

The best criterion of a good leader is that when the job is done the group will say "We did this ourselves".

Settlement had an entirely arresting a dear easing believed in great and all



#### SUMMARY

Of

#### REGIONAL INSTITUTE

On

#### PROTECTIVE SERVICES FOR CHILDREN

The composition of the workshop was Mrs. Paul Thompson of Boulder, Colorado, Chairman, Miss Marie C. Smith, Director Child Welfare Division, Colorado State Department of Public Welfare, Discussion Leader, Miss Clara C. Perley, District Supervisor, Colorado State Department of Public Welfare, Recorder. The resource people were Miss Ruth Bartlett, Regional Child Welfare Representative, Department of Health, Education and Welfare and Mr. Nelson C. Jackson, National Urban League, New York City.

Miss Marian Elder, Assistant Executive Secretary, Denver Area Welfare Council, Incorporated, gave the historical aspects of protective services for children in Colorado with emphasis on community organization. She stated that at the second General Assembly of Colorado in 1879, in addition to other legislation, provision was made for the County and District Courts to care for and protect the rights of infant orphans, which she said might be the first legislation in Colorado on protective services for children. In 1901 the Colorado Humane Society, a private organization, became the State Bureau of Child and Animal Protection. The duties of the Bureau were:

- 1. "To secure enforcement of the Laws for the prevention of wrongs to children and animals.
- To assist organization of district and county societies in the appointment of local and state agents.
- 3. To aid such societies and agents in the enforcement of the laws for the prevention of wrongs to children and dumb animals.
- 4. To promote the growth of education and sentiment favorable to the protection of children and dumb animals."

The Bureau was assigned by law the task of helping to organize local societies and appoint local agents to carry out the responsibilities of this agency.

The plan now of the Colorado Humane Society for combining protective service to children and dumb animals was not unusual in the early days. However, Miss Elder pointed out, there has been a gradual trend toward separation of these two functions and today, some of the Societies for the Prevention of Cruelty to Children which began with the older philosophy of rescue—the—child and punish—the—parent, have

become the community's agency for protective service, basing their operation on casework principles of helpfulness and employing highly skilled staff. Through studies, reports etc., citizens groups recommended a more modern program of protective service for Colorado, and finally, in 1951, the General Assembly failed to appropriate money for the work of the Bureau. This announcement regarding discontinuance of activities in behalf of children brought to a head the interest which had been evident from various groups. Facts were collected on which to base a study and recommendations. The Family and Child Welfare Division of the Council of Social Agencies in Denver called together a number of people who, it was felt, would be particularly concerned with the establishment of a good program of protective services. This committee gave support to the Denver Department of Public Welfare in its plan for a protective service program.

Miss Betty Johnson, Supervisor, Services for Children, Denver Department of Public Welfare, presented the Denver program for neglected children. Miss Johnson stated that when the need to develop a program for protective services within the Denver Department of Public Welfare was evidenced, two groups of people in Denver began to plan for a city-wide program. The first group were representatives of the public agencies which are involved in the protection of and care for neglected children --- the Director of the Denver Department of Public Welfare, the Chief of Police, the Judge of the Juvenile Court and the Medical Director of the Denver General Hospital. The second group was the protective service committee of the Denver Area Welfare Council. Both of these groups began to plan simultaneously and coordinated their efforts. The first meeting of the protective service committee brought into immediate focus four questions:

- 1. What responsibility would the Denver Police Department take?
- 2. What Social Agency or Agencies would take responsibility for planning for neglected children?
- 3. How would the Police Department and these agencies work together with the Juvenile Court?
- 4. What plan could be made for the emergency care of children who have to be removed from their homes?

The committee agreed that in Denver, it would be best if one agency, the Denver Department of Public Welfare took primary responsibility for receiving complaints of neglect, for working with neglectful parents, for planning for neglected children and for developing a working relationship with the Police Department. The Director for the Denver Department at that time Miss Bernice Reed, indicated the Department's willingness to assume this responsibility and the machinery for setting up the program was developed. After the program started to function, the committee next turned its attention to publicity, feeling that the citizens of Denver needed to know what agencies were to assume the responsibility for protecting neglected children since there had been many articles in the newspapers regarding the failure of the Legislature to provide funds for the Humane Society. Several articles were printed and in October 1951 the Denver Post authorized a feature story about the new protective service program.

The committee accomplished a major community planning job very effectively and quickly. They continued to meet regularly through October 1953. Their focus during these latter meetings being on legislation. However, as the purpose for which the committee was created was served, the committee was finally dissolved.

The third paper was given by Mrs. Anna Middlebrook, Director of the Washington County Department of Public Welfare. Mrs. Middlebrook pointed out that following the failure of the General Assembly to appropriate funds for the Bureau of Child and Animal Protection, a directive was received by the County Department from the State Department of Public Welfare. This directive suggested that the County Departments contact the County Sheriff, Chief of Police or Town Marshall in cities and towns of the county, inviting them to refer cases which needed protective services for children, to the County Department. The directive also recommended that the Department provide a home for emergency placement of such children as might be brought in by the Police Department. In such emergency cases, the Sheriff or Police may take action in behalf of a child provided they report to the court such action within forty-eight hours. The Welfare Department may also file if necessary. Mrs. Middlebrook pointed out that their department was aware for many years of the need for a cooperative program between the Sheriff, the Chief of Police, the Town Marshall and the Court with their Department. Because of certain obstacles however, such a program could not be worked out until quite recently. Then at a meeting in which the Referee from the Denver Juvenile Court was a speaker, a local program was set up, and the place of each of the agencies listed above, was set forth. Through the cooperation of all three community agencies, with advice from school and church leaders, a plan of probation is worked out with the parents and the juvenile or in case of neglect, with the parents. The Department gives services to families needing special guidance and makes regular reports to the court.

In the discussion which followed the presentation of the papers, it was pointed out that no one agency can or should try to assume entire responsibility for a program of protective services. Each agency has to play a part in the development of such a program. Sometimes there is hesitancy on the part of one agency to assume the necessary leadership to bring the group together. However, it was stated that someone must take this responsibility and whichever one seems to be the most logical person, he is the one who must do it. It was further pointed out by Miss Ruth Bartlett, one of the resource persons, that "there is no limit to what can be done, if no one cares who gets the credit." Another resource person, Mr. Nelson Jackson, commented that it is necessary to build into a community a fiber which will resist the criminal tendencies which the youth of today are prone to imitate. Difficulty in finding citizens to serve as Scout Leaders, etc., was recognized and deplored. The discussion leader requested that the group form itself into four buzz sessions and consider the contents of the papers presented in regard to the community organization aspects. In reporting on these buzz sessions it was brought out that some of the following principles of community organization were used:

- 1. A study was made of the needs in the community and of available resources.
- An organization was set up and interested people invited to participate.

- Goals were set and interpretation of these goals given to the community.
- 4. The need for cooperation and coordination were set forth.

In reviewing these principles, the discussion leader summarized the conclusions by stating that a board should, in order to be most effective, have a representation from different groups, organizations and individuals who are all interested in a common problem. The board needs to plan together and talk together defining the goals for which the project is being set up. A record should be kept of the meetings and what was discussed. There should be periodic evaluations in order to determine whether or not the goals are being reached and the information we gather in meetings should be taken back to the community so that they will know what is being planned and what has been accomplished.

the and standay's word at the finite and an water in

SUMMARY

Of

REGIONAL INSTITUTE

On

ESTABLISHING CHILD GUIDANCE CLINICS

PRESIDING: Henry B. Poor, President of The Board, Child Guidance Clinic, Colorado Springs, Colorado

DISCUSSION LEADER: Dr. Victor C. Raimy, Chairman, Department of Psychology, University of Colorado

RESOURCE PERSON: Martia Hempel, Director of Social Service, Mental Hygiene Clinic, University of Colorado Medical Center, Denver

REPORTER: Mary Roques, Case Supervisor of Psychiatric Social Service, Colorado Psychopathic Hospital, Denver

The Institute on "Establishing a Child Guidance Clinic was begun with a statement from our chairman that within our ensuing sessions, the purpose was not to discuss the philosophy per se of establishing a clinic but to discuss methods and social action, concentrating not on the "why" or the "what" but rather the "how" of establishing a Child Guidance Clinic. This theme was a continuing one throughout the sessions.

In our first meeting, Dr. Takahasha, a Boulder pediatrician, chairman of the group in Boulder County who is establishing a Child Guidance Clinic, was our speaker. He described how the need for a clinic in their county was first seen by a group of interested citizens who came together to discuss the needs of children at the time of the White House Conference in 1950. This small group interested other community members from all groups who then came together, discussed the problem, formed into committees, doing research and investigation, finally taking action out of the research done to organize and set up the structure of the county clinic. Then came the problem of raising funds to finance the operation of the clinic. It was the plan to solicit money from the people of the community. At this time, it was felt this was too great a task for the group to undertake and as a result, professional fund raisers were hired to raise the necessary monies. This proved to be one of the project's biggest mistakes as the amount of money anticipated was not raised, the professionals had to be paid and the clinic in operation was no further along. This is where the project now stands.

Questions were raised as to "what was done wrong?" or "What was there not enough of ---?" It was brought out that from the beginning, no one publically spoke out against the establishment of a clinic, but when professional fund raisers tried to hit the pocket of the people, there was not the anticipated support from the community. Was silence support? Members of the group felt that silence does not mean implied support and that perhaps there was not enough opposition to make an issue, to arouse emotional feeling for or against.

There was discussion around "why establish the clinic on a county basis?"
"Did the county have other organized projects such as farm, 4-H, etc., which were successfully carried out?" It was pointed out that there had not been such projects, that there was rivalry between two larger metropolitan communities -- Boulder and Longmont.

The question was asked "did the organized effort strike the power structure of the community (the moneyed and big name interests)?" This question was not discussed until the following day when it again was raised and some thought was given to our national economy, the larger community, the apathy toward welfare measures in general.

The whole question was raised, "Did you reach the people who feel personally the need?" Discussion followed with the thinking that it was necessary to aggressively make such a need felt by dramatizing without arousing guilt. There was a good deal of debate over the questions of "do you relieve people of their money until they are hit emotionally?" or rather, "is money given through the competitive approach, i.e., "I gave \$1000 -- we put you up for \$700." Some argument concurred with the idea that one does not exclude the other, maybe a little of both is needed.

Our second session was originally planned for a report on the Tulsa, Oklahoma Child Guidance Clinic and the community action involved in setting it up. However, the participants from Tulsa were not able to attend and so Dr. Loder, psyhciatrist and director of the Colorado Springs Child Guidance Clinic and Miss Schmitt, chief social worker of the same clinic, were asked to report on their clinic. It was a substitute for the original program. They did a magnificant job of describing some of the unique features of this long established clinic, pointing out that this was a clinic which was originally established not out of a felt community need but was established as a gift to the community by a wealthy patron. It was pointed out that although this clinic was not the result of community support, but was privately sponsored, it has since been taken over financially with contributions by such community agents as the Community Chest, the Board of Education, and Colorado Woman's College.

This report of the Colorado Springs Clinic acted as a stepping stone for our lively discussion of the third session where the whole question was raised as to whether any clinic can be organized and survive on a public subscription basis, whether the average community can, and is willing to support a service that is as expensive as a Child Guidance Clinic. The example was given of a clinic set up within the Army -- imposed and supported by a federal agency. It is used, in fact, waiting lists are incurred, everybody feels that it is doing a good job. Again, the question was raised that if this same clinic had

to be supported financially out of the community, would it not have a hard time financially continuing -- what happens? One of the members of the group posed the problem of two levels of community readiness 1) accepting and using the services 2) readiness in terms of considering this as a financial proposition.

Heated discussions ensued around how one might solve this problem. Some suggested that it might be solved through the action of interested people who act as key crusader or crusaders within the community. Another suggestion was made that the interested group in establishing a clinic might strike while the "iron is hot" in terms of a traumatic situation in the community. A third suggestion was to get across to the community in various ways the economic investment, to the business man, the economy.

Again, however, the idea was presented that the service of a clinic meets the needs of a very small part of the total community and therefore, can one realistically expect that it be supported on a public subscription basis. To add to the pessimism no one could think of an example of any clinic which had ever been supported wholly on a public subscription basis.

We ended the seminar with the statement that while there were many criticisms of the Boulder project, in general the project has been an exceedingly successful one as far as planning and community activity were concerned.



SUMMARY
Of
REGIONAL INSTITUTES
On
DEVELOPMENT OF COMMUNITY
RECREATION PROJECTS

PRESIDING: J. Earl Schlupp, Denver

PROJECTS PRESENTED BY:

John Kehoe, M.D., Leadville, Colorado

Mrs. Evelyn Roberts, Price, Utah

DISCUSSION LEADER: Miss Ivy B. Van Etten, Denver

RESOURCE PERSONS:

Robert MacRae, Director, Welfare Council of Metropolitan Chicago

Mrs. Nancy Swank, Group Work Consultant, Child Welfare Division, Colorado State Department of Public Welfare

REPORTER: Miss Betty Burton, Colorado Springs

Mrs. Evelyn Roberts made a brief presentation of how the Carbon County, Utah recreation project came into being. A council of youth agencies was organized but soon representatives were added from the high school and college student bodies, from civic and church groups and the local press. Broad objectives developed out of the concern for juvenile delinquency. The need for coordination of already existing programs was soon apparent, so that all the community's resources - money, leadership and facilities - could be put to better use. The press was used to inform the public, and community interest supported the council's work. Attention was called to the fact that there is no law in Utah prohibiting minors from entering taverns and various groups are working for such a law. The council initiated regular dances for youth, started a junior sheriff's organization and Big Brothers and Big Sisters program, as well as worked out policies with merchants and police for dealing with shoplifting. Problems still to be solved include: (1) a district court on family relations and divorce: (2) child labor laws; (3) elimination of racial prejudice, and (4) develop and enlarge part time employment for youth.

Dr. Kehoe made a presentation regarding development of the Lake County, Colorado, recreation program. In 1941, a lawyer had sparked formation of the Lake County Recreation Association. The first fifty dollars were used to install a small, rope ski tow. Then \$3500 were raised for a larger tow, but this met the need of only a few, for part of the year. Some persons in the County were concerned about lack of recreation and police were harrassed by increasing juvenile delinquency. As one of the business men looked for a meeting place for a boxing club, members of the Lions Club became interested and brought together the various civic and social groups of the County.

Several community meetings were held, first in a home, then, as interest increased, in larger facilities, culminating in a large gathering at the school. Deciding there was a real need for an all-round recreation program, the citizens established a recreation district and levied a tax (which is permissable under State law.). A Recreation Commission was organized and the former Recreation Association was dissolved. The only opposition was regarding building a teen-age center which was pushed by some citizens. After discussion, this opposition was won over to using available facilities. Community-minded county commissioners were cooperative. Most of the citizens of the county turned out frequently for many weeks to build six model tennis courts that could double for ice-skating (via flooding) during the winter. Immediate future plans are for a swimming pool.

Summarizing, Dr. Kehoe recommended that a community wanting to develop a recreation program should:

- 1. Know what your State laws permit as to taxation
- Get influential people involved as soon as possible, including elected officials
- 3. Involve as many people of the community as possible, including youth
- 4. Use available facilities before considering building
- 5. Then raising money for needed facilities won't be so hard
- 6. Plan to have some paid staff, as soon as possible
- 7. Learn from mistakes by evaluating them.

Discussion as to how to get participation of the "underprivileged", or members of a minority group in the community brought out the following points. Takes special attention and is often slow. Both youth and adults from these groups should be involved in the planning and work as soon as possible. Members of minority groups may need extra assurance that they are wanted and expected. Taking actual part in building, decorating, etc., often cuts down vandalism where that has been a problem.

Guy Pinnicoose, from Ignacio, Southern Ute Indian Reservation, asked for consideration of what to do when children have lots of money and there are few good ways for them to spend it in the community. Children, from five years of age up,

go away from their rural, reservation homes to attend school in town. They board at a dormitory, where restrictive rules are enforced. When they return home for vacation or when through school, they want, demand and take a great deal of free-do, and activity. Many parents are unable to control their children. Considerable juvenile delinquency is developing. The community offers only pool rooms, bars, and one movie. No recreation facilities are available, although plans for a recreation center are in the making. Each member of the tribe, regardless of age, receives about \$8,000 a year from the government in lieu of lands from which the tribe was moved. Many social problems exist: housing, health and recreation especially, and affecting all ages.

Discussion of this situation raised questions as to why are the school facilities not arranged so children can remain at home? Buses could be used as in many rural areas. It is important to find leadership - local and "outside", paid and volunteer; arouse interest of as many members of the tribe as possible; demonstrate programs; take tours to see established programs and good facilities; all toward establishing a good recreation program.

The problem of the community that is over-organized was presented and discussed. It was decided that communities were not often over-organized. Rather, certain portions of a community's population might be over-organized, while others were not served. Coordination of services is paramount in all communities, increasingly so as the community becomes larger. Over-lapping and duplication of services are a waste of community resources and should not be tolerated.

It was pointed out that the development of a recreation program should not be centered around delinuquency. Recreation should be for the whole community. It is not THE answer to delinquency. Leadership and facilities available through schools and churches should be utilized.

SUMMARIZING the sessions, the following outline was suggested:

1. Start with the community - town, city or county

2. Find the need or problem

- 3. Enlist the concern of a person or group of persons
- 4. Get facts what others are doing what needs to be done and you don't have to have ALL the facts to start some planning
- 5. Participation as broad as possible, especially representative of all interested groups, including those most affected and youth Includes knowing the facts. Helping decide what is to be done and how and doing
- 6. Leadership volunteer and paid
- 7. Goals set, immediate and long-range
- 8. Plan of attack or strategy, to stimulate action

There are many resources, local, state and national, that may be called upon. Some of them are: civic and business groups, service clubs, churches, labor groups, Ethnic groups, PTA's (public and parochial), social agencies, government agencies. (local, state and national), youth groups, veteran groups, fraternal lodges and women's clubs.

#### SUMMARY

Of

#### REGIONAL INSTITUTE

On

#### SERVICES FOR THE AGING

PRESIDING: David Stein, Chairman, Allied Jewish Community Council's Committee
For The Aging, Denver

DISCUSSION LEADER: Dorothea Spellman, Professor of Social Work, School of Social Work, University of Denver

RESOURCE PERSONS: Mrs. Geneva Mathiasen, Secretary, National Committee on the Aging, National Social Welfare Assembly, New York, N. Y.

Dr. Heber Harper, Consultant on Gerentology, Committee on Problems of the Aging, Denver Area Welfare Council, Denver

REPORTER: Miss Helene Cromwell, Denver

INTRODUCTION TO SUBJECT: Dr. Alfred M. Neumann, Director, Jewish Family and Children's Service, Denver

The average life duration of our senior citizen has increased remarkably during the past fifty years. In 1945, we find people living sixteen years longer than in 1900, their life span increasing to almost sixty-six years.

There are, in the United States today, fourteen million senior citizens sixty-five years and over, with an additional 400,000 joining their ranks every year.

The increase of our aging population may be traced to three outstanding factors: 1) The fall of the birth-rate by one-third during the first forty years of our century; 2) Restrictive immigration policies; 3) Spectacular medical advances, especially in the control of infectious diseases.

Each community must begin to consider the various agencies and facilities available in terms of what each means to the aged.

We tend to forget that older folks are people -- individuals. Their needs are the same as other human beings, and these needs should include all essentials for adequate living.

What are the elements which go to make up a well rounded program for our senior citizens? What are the agencies and what kind of services can they offer in setting up an adequate program?

A community must look for an answer to: the family agency, the hospital, clinic, home for the aged, the recreational agency, vocational bureau, the nursing home, boarding home with private family, congregate boarding arrangement, housing -- public and private, visiting homemaker service, occupational therapy, research in medical and social work, physical rehabilitation, public assistance, mental hygiene facilities, and educational institutions.

As professional social workers, or as responsible lay people, we have the responsibility of continuing to draw attention to this growing problem, senitize our communities to practical solution of such needs, and last, but not least, help build strength and conviction all around us to do something concrete. We cannot think of a senior citizen as a person in a waiting room of a funeral parlor, or as an object of charitable concern; we have passed this stage. We are talking about yesterday's children; we are talking about YOU and about ME; we are talking about tomorrow's children whose chances to live into ripe old age continue to grow.

It was not so very long ago that the whole concept of care for our senior citizen was made an institutional responsibility. Institutional care has a very important and vital place in an old age program. It should continue to be a strong resource. But today, we know that the aged problems are community problems with a variety of solutions, all based on individual needs.

Let us not forget that sixty-eight percent of our citizens sixty-five years and older are either home-owners or renters. Twenty-one percent live with their relatives, and only three percent are institutional residents. Eight percent have made other arrangements like hotels of a cheaper variety.

Whatever we do, our prime concern should be to help our aging population go on living happy and useful lives in their own homes, if proper help is made available to them to work out their own problems. In adding years to life, we must add Life to years, or as Dr. E. J. Stieglitz of New York City, author of Geriatric Medicine observes, in commenting on problems of the aging: (quotation taken from the Study of the Beth Israel Home for The Aged by a Special Committee of the Denver Area Welfare Council): "Longevity in itself is not enough. Were the increasing millions of aged well, strong, and productive, we could truly exult; but they are not. The growing number of people sixty-five and over are beset by some chronic ailment and entirely too great a portion become partial or total invalids, burdens to themselves, their families and communities. Life, in addition to length should have depth and breadth. Longevity without good health is a curse. Longevity with good health, dignity, self-respect and usefulness is a priceless blessing."

All of us, professional and lay people alike, must continue to strive to attain a helpful and realistic goal in our respective communities. A democratic society cannot afford to see part of its members ill-housed, ill-fed or ill-cared for. A vital and dynamic society, a vital and dynamic community must be

sensitive to and provide for adequate resources on behalf of its total population -- including its senior citizens.

#### SUMMARY OF GROUP DISCUSSION

Attending this workshop were persons, both voluntary and professional, from a number of Colorado Communities and from Kansas, Nebraska, and Oklahoma, representing both public and voluntary agencies.

Tuesday afternoon's session was one of listening as our resource people presented their formal introductions of their specialized thinking - (see papers).

Wednesday morning, Miss Dorothea Spellman, our discussion leader, asked the group to indicate "what they wanted to take home". Some fourteen questions came out of this period which might be summarized into four topics as follows:

- I. Problems pro and con of segregated housing for Senior Citizens
- II. Re-interpretation of present pension laws, plans on court ruling
- III. Activating Senior Citizens into worth while and productive activity
- IV. Interesting disinterested but qualified legislative members, county commissioners, chamber of commerce members and private citizens into action.

As questions were raised there was evidence of an undercurrent of two areas of strong feeling, one related to some basic assumptions existing in society generally and among us particularly regarding the status of older people in to-days' society.

Another was the feeling of pressure within the group relating to problems concerning the care and housing of the chronically ill. Both seemed to affect the value of programs so as to be considered important.

In order to stimulate and clarify the groups thinking the leader suggested we look at some of these basic assumptions. Quickly in an unrelated way some such fourteen assumptions were called by the group and jotted on the blackboard. In trying to arrange them in a more orderly manner they seemed to fall into four areas.

- I. Feelings dealing with the effectiveness and productivity of an older person such as over-protectiveness of senior citizens; our impatience with them; and assuming they are less able to create and produce.
- II. Economic facts and fallacies such as job priority should go to younger people because there are not enough jobs to go around; work is an evil thing so that freedom from work becomes the aim

of society. We seemed to assume insecurity - older people being "out of the stream of things" need less of material goods.

- III. Individual and family responsibilities toward their older members frequently heard as, "let each family care for its own" or "let him plan for his own old age". A shift has occurred relating to the respect for the value of experience or place of the "wisdom of age" in our times.
- IV. Social changes which are creating a "problem of the aging" as we shift from a rural to urban society with its loss of economic meaningfulness and change to economic liability for older members. Social security programs and state pension plans are aimed toward independence but "bog down" while building a philosophy of early retirement.

There is emerging a more positive assumption in that we are finding creativeness and productivity are not a matter of chronological age but ability.

Our leader and resource persons pointed up the discussion by referring to the climate of fear surrounding older people, a climate which must be made more wholesome; that we work with people and not for them - human progress has been and is being made by uncontented men and women. A concerned society with clear objectives limited in scope and careful planning are necessary to find the answers to our senior citizens' problems.

Even at this point the group was not easily relating to the problem of how to solve the problems thru community activity but was rather concerned with special problems of direct service or the lack thereof. The discussion leader and resource people worked hard to keep the group thinking in terms of "how" to meet the specific problems thru community organizations and activity.

Therefore the final session became a buzz session after our leader had summarized the group's thinking with four problems.

- I. The care and planning for the chronically ill older person
- II. Making the initial effort "who picks up the telephone"
- III. The place of private enterprise in meeting the problem
- IV. Working with, and including in the planning, the people needing the services

Eight buzz groups discussed their choice of these problems looking particularly at "how to solve the problem"; legislation needed; and where a "State Council on the Problems of the Aging" would help.

Out of the buzz sessions come the pattern of basic principles and methods of community organization which were a summary of the group's thinking for the workshop sessions which might be stated thusly:

Much local effort in communities is necessary in pointing to the establishment of the realness of needs; fact finding is essential to define the need; attention to selection of leadership is a basic step; concurrent should be the analysis of present resources and their ability to function in meeting needs; the planning stages should include consideration of financing and steps in specific program.

The groups final minutes were spent in re-affirmations of last year's Conference resolution; this was amplified by a request to report a resolution to be sent Governor Thornton stating more specific stipulations and asking for the appointment of a Colorado Governor's Commission on problems of the aging, including a staff and sufficient legislative appropriation to function.

Walter Lockwood, Byron Johnson, Loretta League and Jean Thornton were appointed to do this. (See Resolution adopted by Colorado Conference of Social Welfare in section of these Proceedings relating to resolutions).

# Paper Presented By

Dr. Byron L. Johnson, Professor of Economics

## University of Denver

The aged are often left with relatively low incomes because only a small percentage of them is at work; most of them are living on savings or on pensions or on income from members of the family and the like. Because of their income situations they usually cannot afford new, expensive, attractive homes.

Instead, many of the aged are living in over-sized units or in dilapidated units. A special study prepared by the Bureau of the Census in agreement with Division of Housing Research of the Housing and Home Finance Agency shows that only 66.4% of the aged were living in housing in 1950 which had a private toilet, bath and hot running water. By contrast 72% of those persons under 65 years of age live in houses having private toilet, bath and hot running water. Eleven and three tenths percent of the aged do have private toilets, bath and cold running water but most of them live in a dilapidated house. Twelve and eight tenths percent of the aged had running water but no private toilet or bath, and 8.4% did not even have running water available to them.

Not only do the aged live in dilapidated units, but usually they occupy over-size units as well. Fifty-eight percent of the aged live in houses involving five or more rooms although they have smaller families than households headed by persons under age 65.

The aged often experience a feeling of extreme insecurity, not because of inadequate income but because they live alone. They fear the possibility of a fall or an illness with no one to notice their illness or their failure to appear at meal times. As a result they lead lonely and frustrated lives. Because their families are grown and no longer dependent upon them, they often have a feeling of uselessness as well which makes life hardly worth living for them. They desire companionship; they desire a feeling of being needed; they wish

security in a psychological sense just as much as in an economic sense. They want to be housed decently, and yet they want to feel that what they have they are paying for — that it is their own. Unhappily for them the market provides practically no opportunity to buy houses. The few that are available are very high cost because of their particular circumstances.

The reason for the lack of housing for the aged in the commercial market is not hard to understand. The aged are relatively questionable as a mortgage risk. Hence there is usually a large down payment required of them, and the only mortgage given them is a relatively short-term mortgage, with resulting high monthly payments. The consequence of all this is that only the well-to-do aged can easily qualify for a new house in the open market.

From the landlord's standpoint, many are doubtful about renting to the aged because they fear the aged may become ill and be unable to pay their bills; or the aged may require expensive medical care. He fears that they may become a very real burden upon him and require more and more of his attention.

From the builder's standpoint, the market has been so good for housing for younger families for the last 10 to 14 years that he has kept busy building homes on a speculative basis that he could sell directly to the young or on contract with the young and middle aged. He has not thought to cultivate the market for housing among the aged. From the standpoint of rental housing, speculative builders have managed to do very well building for the young bachelor person, the young married couple, and the childless couple, and here investors have not thought to cater to this market. The aged are not likely to develop organizations through which they can provide housing for themselves. No case of consumer cooperatives, for example, composed of the aging has ever been called to our attention. The likelihood that older persons will organize a new corporation to build housing for themselves on any general basis is very small.

As noted above, the aged who are dependent are now being housed in mental institutions or in nursing homes or in hospital beds of all manner of description -- some bad, some good, and some indifferent. We do not believe that we can provide housing for those who are already in this group on any economic basis that the typical aging person who has become dependent can afford. But since 97% of the aged still have some form of independence these are the group for whom we are concerned. Some of the independent ones own or rent adequate homes. Some live with members of their families or other relatives, sometimes happily; sometimes not so happily. Some rent and some own homes that are old, too large and run down. But many are renting quarters that are not only too expensive but also already slums. In Denver we find that many of them are living in old run-down hotels. Some are residing in institutions such as nursing homes that are loaded with chronically ill persons. Such housing is relatively expensive, and may give old-age homes a bad reputation. Furthermore, these homes for the aged are usually old buildings which ahve been converted to this purpose. We have examined some of the homes in Denver where the aged live and we find that in many cases the aged are physically prisoners in such institutions. They must climb a half flight of stairs up to the structures from the ground simply to get into the living quarters. Furthermore, in most of these homes they must then climb a full flight of stairs to get to a bathroom or to bedroom facilities. The woman

who lives in a house of this sort and who does her own laundry may have to go down a full flight of stairs to a laundry in the basement and climb a half flight of stairs carrying a heavy wet wash out to the yard to hang it up. For those aged of limited physical strength this type of housing virtually makes them prisoners in their own homes. For those who are living in such homes the only way their independence can be restored is to provide them housing which is suited to their physical condition.

Many of the larger homes that take aged persons in, even though sponsored by charitable or non-profit groups, tend to become institutions that make "inmates" of the residents. Some of them require the person to transfer all of his property to the home at the time of his admission. The result is that he no longer controls his own income or property and he really is not free to leave the institution if his circumstances or his desires change and he wishes to leave. This appears to us to be a way of destroying the independence of the aged. We are anxious to provide housing which avoids this type of financial arrangement.

In my own neighborhood there is a home for the aged which is located literally miles away from the nearest shopping center, theater, church or any other social organization or any other person who might wish to visit the aged or whom the aged might wish to visit. The only opportunity for the aged living in such institutions is to ride in on a private bus or station wagon to the city at hours that match the schedule of the station wagon or bus. Putting the aged out "to farm" on "grassy acres" is not a proper solution. This may be an appropriate treatment for a faithful old horse but it seems indecent to put our senior citizens out of sight and probably out of mind in a fashion which makes them prisoners of the location of the housing which had been provided.

The facilities should not be situated away from friends, families, community ties and community institutions. They ought to be near, or on a transportation line that provides proximity to the library, the church, the lodge hall and the other institutions which have meant much in the enriching of the lives of the aged persons.

What kind of housing do the aging want? There is an interesting study in contrasts here. We have recently been providing housing which is ideally suited to the aged. We have been building houses that are all on one floor -- the kitchen, the livingroom, the diningroom, the laundry, the bathroom and the bedroom all on the same floor. So even a person who has a bad heart or bad legs or a game hip is able to move around freely from one unit to the other of this household without impairment. Furthermore, these houses have been built without basements: they have been built right next to the ground, with only a single step into or out from the yard. The residents can move freely from the inside of the house in good weather to the outside without fear of falling or without fear of heart strain from the flight of stairs that may be involved. This is the typical contemporary home. Hundreds of thousands of these have been built each year for the past ten years and they have been sold to men and women in their 20's, 30's, and 40's, but to only a few in their 50's. As a result 40 years from now we will not have so serious a problem of providing adequate housing for the aging because many more of the young people of today will be able to maintain themselves comfortably in old age in the homes they now possess.

But today's senior citizens, those of the generation that is closing, are not living in these houses but rather in the two, three and four story houses of the Victorian era. We find the aged want houses that are designed to suit their personal and family circumstances. The children are grown; a one-bedroom or a two-bedroom apartment at most is quite adequate. They want an efficient little kitchenette and dining space, private bath, and a livingroom. They want to entertain in the privacy of their own residence unit.

They want units specifically designed to meet the limitations of their strength. A few will desire simply a residence hall or hotel type of structure. This is particularly suited for those who do not desire to do their own cooking but prefer to eat out. This may be true of the retired man who has always been a bachelor and is accustomed to eating out and not preparing his own meals. It will also be desired by those who have become chronically ill or are bed-ridden, and who are not up to the demands of housekeeping. They want a simple bedroom, livingroom and bath combination.

These houses should be built of the materials that are easy to keep clean and maintain, which do not demand a great deal of effort on the part of the house-keeper. They should be located, and this is very important, on a bit of ground with some open space around so they can have some shrubs, trees and flowers, so that they can sit out in the fresh air and sunlight, so they can play light outdoor games, so they might enjoy flowers and beauty, so that they may entertain and visit in privacy and comfort close to their own residence unit. They ought not to have a long walk from their residence unit to the outside.

They want housing, in other words, that preserves their independence in every way possible. These house or housing units should be located near public transportation, near shopping, near community recreation, so that they can attend the churches they have always attended, the lodges and other organized groups. They should be located where medical facilities can be obtained easily and where those who feel up to it can enjoy such employment opportunity as they wish.

Someone has suggested that old age is like adolescence in reverse. That is to say, just as the adolescent is seeking to leave dependence and achieve independence, so the senior citizen seeks to preserve his independence and postpone and prevent in every way possible the acceptance of increasing dependence upon others. The type of housing, the price of housing, and the conditions surrounding housing can have a great deal to do with the preservation or destruction of their independence.

We regret to report that our studies so far indicate that many of the housing facilities now provided, both publicly and privately, have ended by destroying their independence rather than by preserving it. We believe that the independence of the aging and a feeling of freedom is an absolute necessity. Yet with it there must be a kind of security and assurance that there are those nearby who care and who can, in case of an emergency, be called upon to help. Too frequently in our society we have been asked to give away security in order to obtain freedom, or we have been asked to surrender freedom as the price of security. We believe that it should be possible in housing as in other areas to secure independence or freedom and yet provide security. And we believe that the program that we are

about to present is a program which achieves this very goal.

As I have said, we have been engaged in research on this problem for a considerable period of months now, in response to requests from church and professional groups. They asked us to find a solution to the problem of providing decent housing at economic rentals within the means of the senior citizens belonging to these groups. We have reviewed the various solutions that have been tried in the past and are currently available. It seems to us that they fall within three basic groups.

The first of these groups is private charity. One can find scattered across the length and breadth of the land a small number of homes which have been built by donations and subscriptions raised by churches, lodges, fraternal orders, a few unions and other such groups. These homes are often quite attractive; some of them are quite old and some of them do not embody the design that we have suggested above. But with a high investment per person served and with most of the investment being raised by gifts or subscriptions before construction is undertaken, it is not surprising that the number of such housing units available is very limited.

Incidentally, because the number of units available is limited, these institutions have often been forced to take care of only the most desperately needy of the persons they were intended to serve. As a result the age of admission has been moved up from 65 to 70, 75 and in some cases 80 years of age.

Secondly, medical need has often been added to the requirements so that these institutions become loaded with the chronically ill cases. As a result of this, the institutions appear to be very high cost institutions and they appear to be depressing places where everyone lies around in bed and is given nursing care. This often means that the original intent to provide attractive housing to independent aged persons is lost from view because there are simply not enough units to provide everyone with this opportunity and when the opportunities are limited they must almost of necessity be made available only to the most needy.

We doubt that very many people will ever be accommodated on a basis of private charity. This solution does not appear to be one that should be suggested in face of the tremendous growth in number of aged persons, and the adverse response on the part of both sponsoring groups and even of the individuals served to the idea of charity. In order to preserve one's independence, one will often live in squalor which is his own rather than in splendid circumstances which depend upon the bounty of others.

The second solution we find in general use, although in limited numbers, might be called direct public subsidy. The old county poor farm became, as you know, largely a home for the aged. Also State hospitals are receiving an increasing number of admissions of aging persons, especially those deemed senile. This solution is open to very serious criticism on the part of the community generally and one finds very few such institutions being built these days.

The most general complaint is that the only way one can be admitted to such institutions is by a form of public commitment. This involves a trial or hearing

before a court of competent jurisdiction. It involves admission not only by the aged person himself, but usually also by his family and friends, that he is both incompetent and that there is no one else in the community who can or will provide for him. It usually also means that the commitment is for life, that a person once admitted to such an institution is not likely to be discharged from the institution. Therefore, aged individuals and their families resist to the last possible moment placing their senior citizens in such homes. Such institutions also involve the use of civil service personnel in the provision of services to the individuals, and as a result are relatively high cost housing, regardless of the adequacy of the housing either in number or quality. We do not see this as a desirable solution of housing for the aging.

The third and only attractive solution is, of course, predicated upon a private enterprise type of operation. That is to say, it is housing which is provided on a basis which preserves the economic independence of the aged person. It is on a basis which covers all of the cost through rentals or other payments by or on behalf of the residents of such unit. It is housing which preserves the independence of the person in the routines of his daily living. This is to say, it is housing in which he can decide for himself when he shall get up, how his unit shall be furnished, what he shall eat, when he shall go out and when he shall come in, when he shall go to bed, and when he shall stay up.

The independence and privacy of the aged individual is a precious thing, just as it is for all of us. It ought not to be destroyed by a member of one's family, or by one's own church or one's own lodge or one's own community in the mistaken notion that the only way we can provide decent housing for these persons is by taking from them their independence and their privacy.

We believe that there is contained in Section 213 of the Federal Housing Act the possibility of doing this under the trust or cooperative form of organization and this represents, we believe, the first likely solution of a private enterprize nature. We believe, however, that if the trust form works out successfully that it is possible that speculative builders or investment builders may be more willing to experiment with new housing for older persons on a straight investment basis. However, this will probably have to wait upon the successful demonstration of the trust form.

Section 213 permits the FHA to insure housing for cooperatives and trust corporations to the extent of 90% of estimated value, for a period of 40 years at interest rates up to 44%. We have thought that an individual church, or lodge, or fraternal order, or veterans group might create such a cooperative trust and secure a piece of property, and then design, finance, construct and operate a suitable home for its own senior citizens. However, we find upon study and investigation and from experience that the cost of operating a housing project is quite high if the number of units in the project is small but that the unit cost of operating a rental housing project is fairly low if the number of units runs between 200 and 300.

From the standpoint of the aged residents, if there are only a few residents in the project the likelihood of any particular resident finding another who shares interests in common with him is small. But as the number grows to say,

three to five hundred the chances of any persons being lonely among such a group are greatly reduced. Yet the number of persons in the group is small enough that he can know most of them personally and the number is large enough so that he should find among the group persons who share enough things in common with him that he will not be lonely. We have heard testimony privately from managers of homes for aged persons suggesting that even though they had as many as 60 persons in a home these persons were still lonely because they would not find any one with whom they shared much in common save membership in the same organization. Our own church, which is among the first of the group in Denver to become interested in this project, needs housing for perhaps 60 persons of the more than 300 aged members of the church. Our own church committee on a home for these senior citizens therefor proposes that other churches similarly in need of suitable housing for some of their older members combine their efforts for a solution to this problem. Our church instructed us, therefore, to contact and meet with other churches and discuss the possibilities with them of joining with us in an interchurch project. We have felt that this is a far better solution than having any single church build its own housing independently.

There are a number of reasons. In the first place, the problem of housing is not peculiar to any single group but is common to all groups of this sort within the community. Secondly, we have felt there was financial strength to be gained by having a number of such groups interested in the successful operation of such housing and each capable of providing so many tenants that there would be no risk of vacancy or losses from vacancies. But most especially, we have felt that while any single large congregation could successfully finance, construct, and operate a home for its own senior citizens, the solution to the problem in Denver would not be transferable under these circumstances. That is to say, we believe that in smaller communities only through the cooperation of the various societies, lodges, churches, fraternal orders, veterans groups and so on, can we expect to bring together sufficient resources to build an adequate institution.

We believe that the apartment facilities can be provided for \$5,000.00 or \$6,000.00 a unit, depending on whether it has one or two bedrooms. Residence halls can be built for perhaps \$4,000.00 per person served or less. We could rent the apartment units for approximately \$45.00 or \$55.00 per month, and the residence halls for something less than this, depending upon the amount of space and facilities provided. But this means that two persons sharing the rental of the two-bedroom unit would each pay \$27.50 per month and that persons sharing smaller facilities should be able to get by on even less. Even persons on the old-age pension rolls could pay an economic rental.

Our rental quotation includes all operating expenses as well as principal and interest and insurance and taxes if applicable under the law of the particular State in which these would be built.

Let us suppose that only 20% of the aged ever have need of this type of independent rental housing facilities. This means right now that two and eight tenths millions of the aged would be potential candidates for this type of housing. This means better than 1,000,000 rental units are "waiting to be born," waiting to be built right now. Moreover, the interest in creating housing on

this basis is not confined to church groups although they are naturally among those first to be aware of the problems. Lodges and fraternal organizations and other membership groups are all interested in the possibility of sponsoring it and will all be potential sponsors for such corporations to create such housing. Indeed, as we look at the membership of veterans organizations we see the possibility that many veterans of World War I are approaching the age when they will desire precisely this type of housing facility, if they are not adequately provided for by their present quarters or by arrangement within the family.

Moreover, in our own State we know that if such housing is not created, pressures will be great on the State Legislature for the Government to create such homes. There were pending in the 1953 Session of the Colorado General Assembly seven proposals for State Homes for the aged in seven different communities of Colorado. It would be far better, we believe, for the communities themselves to create through sponsored trusts of this type appropriate housing facilities for the aged. In this way each community will provide the housing peculiarly suited to its own market. The aged persons will then have opportunities to live their declining years in decency and in security, without subsidy, in the communities of which they have always been a part. They will retain their contact with family and friends, with jobs and community organizations and not be forced to vegetate in some public dormitory or private facility which completely cuts them off from all that has made life meaningful for them in the years past.

Finally, from the standpoint of the mounting governmental expenditures on institutions for the mentally ill, for the senile, and for the chronically ill, we see here the possibility that the provision of this housing may minimize this burden by reducing the number of individuals who fall into the need for institutional care. This may be a very real aid to our State and local budgets. As an economist, I am firmly convinced that steps which can prevent dependency and disease are far superior to any form of treatment of dependency and disease after they have occurred. But most exciting of all, this proposal is one that does not actually involve any investment of public finds whatsoever, but simply the utilization of the very successful form of insurance under Section 213 or its equivalent in the Federal Housing Act. The aged can on this sort of program pay their own way, and in doing so will retain their independence which is so precious to them and so vital to their well being and to their feeling of emotional and psychological security and satisfaction.

# Summary of Report

By

#### Walter Lockwood

Project Director of Pilot Study on Chronic Illness and Aging - Kellog Foundation working through Colorado State Department of Health

Three different approaches were made by three separate community organizations in asking the Colorado State Health Department to study the problems of aging citizens in their counties. It is interesting to note that each group while different in character were one in common desire. The Mesa County Medical Society, the Otero County Chamber of Commerce and the Weld County Commissioners were these different organizations. However Colorado has no legislation or appropriations permitting such studies so committees are dependent on foundation monies for surveys of the problem. The Weld County Survey is being made by Kellog Foundation money.

Dr. Heber Harper, Consultant on the Gerontology Committee on Problems of the Aging, Denver Area Welfare Council, injected a ray of optimism and mentioned types of housing projects already in operation varying in soundness of purpose and structure.

He suggested that the groups explore two questions:

- I. Do proposed housing plans preserve essential family living?
- II. Would a Colorado Council or Legislative Committee on problems of senior citizens as now existing in sixteen states be of help in aiding Colorado Counties to find a solution to their problems of the aging?

If so, should the group not reiterate its request by resolution to Governor Thornton for such a Council with an adequate appropriation to function.

REPORT OF THE REGULAR CONFERENCE INSTITUTES CLERICAL MEDICAL the state of the contract of the state of th PUBLIC RELATIONS RECORDING CULTURAL AND SOCIOLOGICAL FACTORS the company from an the beautiful on proper part, then there MENTAL HEALTH

# SUMMARY REPORT on the INSTITUTE FOR CLERICAL AND STENOGRAPHIC WORKERS

PRESIDING: Miss Lorene Kidd, Weld County Department of Public Welfare

RECORDERS: Miss May L. Greene and Miss Antonia Tomsic, El Paso County
Department of Public Welfare

LEADER: William R. Schaff, Director, Division of Fiscal, Clerical and Auxiliary Services, Denver Department of Public Welfare

# FIRST SESSION

The first session of the Clerical Institute opened at 2:30 the afternoon of October 14, 1954. Miss Lorene Kidd of the Weld County Department of Public Welfare presided, and Mr. William R. Schaff, Director of the Division of Fiscal, Clerical and Auxiliary Services of the Denver Department of Welfare, led the discussion. His talk was entitled "The Clerical Employee Comes of Age."

Mr. Schaff reminded the group that this was the second clerical and statistical institute to be held in Colorado, and it was hoped that this would lead to better understanding of problems, and a closer association with fellow employees throughout the state.

It is important for us to consider the position of the clerical worker as a segment of the total working force of the nation as well as the welfare offices. In giving the picture from the national viewpoint, Mr. Schaff said that about 50 years ago there was about one clerk on the payroll for every 30 workers in shop or factory. Now there is one clerk to every  $2\frac{1}{2}$  factory employees. From 1900 to 1940 the clerical working force in the country has grown 350%, five times faster than the population growth. The clerical employees have received much publicity, some of it unfavorable. Quoting from an article in the Wall Street Journal, clerical salaries now amount to one-ninth of the nation's income, or \$35,000,000,000.00 annually. 52% of all employees handle paper rather than produce new business. The article went on to say that we should eliminate duplication, that we should destroy all unnecessary records, that nationally the clerical working force is being looked upon as a burden, non productive, producing no goods.

Mr. Schaff said that we in our offices may prepare unnecessary records, but we should not admit to the responsibility for the creation of these records. The maximum paper work in government and business is created by attorneys, engineers

and other professional groups who until recently gave little thought to the aspect of paper work necessary.

Neither will clerical people admit to being a "burden" or "overhead." Any function or action that contributes to production is production, just as we look to the engineer to design, or to machine maintenance, or any other action that produces goods or service. Waste per se does not belong to the paper producers any more than to the other fields.

But paper work problems are so important that the federal government has appointed former President Hoover to look into the matter. It has been recommended that special study be made of the large volume of paper work which the government requires, the study to be aimed at reducing this volume.

Thus, the clerical people are receiving nation wide attention.

Mr. Schaff then brought the discussion home to the welfare departments, of whom about 44% are clerical employees. Therefore, in numbers and percentage we have come of age. But we are still not recognized. We are the forgotten people when it comes to planning welfare programs and having a voice in management. It was his feeling that we should have a voice in management for several reasons, which he enumerated as follows:

1. We have knowledge and skills in certain areas of management which excel those of the social workers who now control all phases of welfare administration.

For example, in accounting, bookkeeping and statistics we have certain knowledge and skills but we have difficulty in selling our ideas. We should have the most modern machines and equipment because of the great amount of money involved in our paper work.

Also, in typing and filing operations there are skills which we possess. In this connection what is the place of documents in the case record, how long should they be kept? Mr. Schaff felt the case records contained a tremendous amount of unnecessary documents and records.

In form design we surely could be of assistance to the social workers. There seems to be unlimited room for improvement.

2. Cooperation was stressed. The welfare departments of Colorado will never operate at maximum efficiency nor will the tax payers reap the full benefit of the tax dollar, nor will the client receive the best service until the clerical staff and the social service staff operate as a team. But that cannot be while all decisions are made by specialists and consultants in the social work field. Seldom can a policy or a practice be changed without affecting both the clerical and the social welfare workers. The administration should encourage both the social work staff

and the clerical personnel to see problems in terms of the whole welfare organization, and should not underrate the importance of securing the participation of both groups in working out problems of common interest. It seems that nation wide some administrators appear to feel that the social service staff are full backs and quarter backs and the clerical workers are the water boys. This must be changed if the departments are to render the most service to the community. When we have a voice in the management and operations of our welfare departments we will be able to show our administrators how to reduce paper work cost, improve our accounting and statistical operations and how to streamline our office functions.

3. The third reason we should have a voice in management is that the stenographic and clerical staffs act as a stabilizing influence on management. If the office were all social workers or all clerical it would be an unbalanced agency. This is one reason why welfare departments have received so much criticism - they have been dominated by a group which thought alike, acted alike, etc.

Several years ago in New York State 16,000 closed cases were reviewed and it was discovered that 5,200 of these cases had received money to which they were not entitled. In Illinois in 1951,6.4% in similar instances were found ineligible. This would be less likely to occur if the clerical group had a voice in management. It was Mr. Schaff's feeling that we need a better scrutiny of cases nation wide than is indicated, and there is a need for clerical assistance in this area.

4. The clerical staff could be of great assistance in interpretation of the welfare program to the community. What we say as clerks in the community carries as much or more weight than what is said by the social worker. Many laymen feel that the social worker has an axe to grind, that he is a symbol of the conditions the layman does not like. Therefore, if the clerical people speak poorly of the program they add to the public mistrust. But some clerical people have been critical at times because they felt they were not a part of the work - their opinions and feelings had been ignored, and if not heard in their own agency, it is only natural that they should seek an outside audience. When the welfare administrators decide to make the clerical people a part of the team they will find them of immeasurable assistance in explaining the welfare program and they will discover, too, that public criticism will subside.

How can we obtain a voice in management? Mr. Schaff pointed out that it would not be easy, that we will not be accepted suddenly. We must work for it individually and collectively, and the latter is more important. Clerical people are pretty poor organizers, as evidenced by the fact that we are meeting for the second time when the Conference has been meeting every year since June, 1890. We should have an association which should bring us together to exchange ideas. We should, as a group have some opinions, ideas and plans concerning legislative

and administrative welfare matters. As a group we have been most unobstrusive, and we need to become known to our Directors, our Commissioners, our legislators, and to our chief executive. But we should conduct ourselves in a way to inspire confidence. We must be open minded, creative thinkers and doers. We need more clerks who will not only do well in their daily task but will offer up constructive ideas, to try to understand the welfare program and how their jobs fit into the total picture. How long will it take us to have a voice in welfare management depends on our willingness and desire. It helps that we are here today.

In closing Mr. Schaff quoted from Harry Emerson Fosdick, because he said he believed these words conveyed a message which we might like to deliver to our administrators:

"No man is sufficient unto himself alone. He needs the help of many others to develop and complete himself. In our deepest thoughts and convictions it is well for us to declare our independence in order to have integrity of the soul; but in our actions and living, it is good to admit our interdependence, that we may know the wholeness of life. Alone, we are fragments at war with one another; but together we are invincible."

Mr. Schaff then presented the Panel which was to speak on "Human Factors in Office Procedure."

Mr. Fred Moll of the Denver Department of Welfare, Supervisor of stenographic and filing services, who had written an article on modernizing the record room and had done an outstanding job for setting operations in the Denver Department, was to speak on the "Keystone of Human Relations - Attitudes."

Mr. George Bruckman, formerly with the Gates Rubber Company and now one of the partners in a dictating and recording company, was to follow Mr. Moll and speak on "Getting Results through People."

Mr. Moll introduced his talk with a demonstration of how to tie a Windsor tie, and showed the difficulty of explaining just how it was done. He brought out the point that if he had so much trouble in telling how to tie the tie, how much more difficulty was there in explaining hopes, sensibilities, desires, etc., the end result of understanding - knowing ourselves and knowing our neighbor - the type of criticism or suggestion that one would accept.

Regarding the importance of attitude, Mr. Moll mentioned a national survey made a short time ago by the National Office Management. One of the important questions asked was, "What qualities do you consider essential to influence promotion?" Among some fifteen factors were included ability to grow, intelligence, common sense, accuracy, personality, - but most placed attitude first. Among annoying characteristics were meing undependable, laziness, fabrication, intolerance, gossiping, but undependability ranked first.

In defining attitude Mr. Moll felt that the psychological definition would be the one to serve our purpose, which says that attitude is a feeling or mood toward a situation.

Mr. Moll then went on to discuss some of the office problems which influence it, which might roughly be divided into problems of performance and problems of conformance.

Chief among the performance problems is the problem of training, which must be complete, intelligent and continuing. The beginning office workers ask questions and should have them intelligently answered. Most frequently asked is "Why?" and unfortunately this is most often unanswered or ignored. We all need reasons.

Working conditions influence attitude - good light is necessary. In the Denver Department and effort is made to furnish the best equipment that they can get, and it is felt that this has resulted in a saving to the City and County of Denver. Simplification of operation is very important. Mr. Moll reminded us of the motto Management Methods used as a cover several months ago, - "When something has been done a particular way for 15 or 20 years, it is a pretty good indication that it can be done a better way."

Now, as to the problems of conformance. It is easy to say to a group, "You will conduct yourself thus and so and you will do such and such," but the group will not respond. Every person has a right to be treated like a human being, but there are certain rules to which we must all agree if work flow and production are to be maintained. There has been a good deal of discussion regarding the coffee break. Originally it was thought it would increase production and help morale, but it seems that coffee breaks are getting too expensive to management, and not serving the purpose for which they were originally allowed. In a recent survey made by United States Steel, the majority of managers agreed that they didn't like the coffee break, that it didn't increase production, that it did not necessarily improve morale.

Mr. Moll said we must admit that the majority of privilege programs are fair, but there is no uniformity of enforcement. Most vacation and rest periods and sick leaves are matters of local concern, and most programs favor them, but we all know that sick leave privileges are abused, coffee breaks are extended, time is wasted in gossiping. Dissatisfaction arises because one group does one thing and one another. What is good for one is good for all - what is bad for one is going to be bad for all. Therefore, the simple solution, with a raising of morale and a change in overall attitude, is uniform, exacting enforcement of regulations. Mr. Moll mentioned the growing need for revision in pregnancy leave.

Finally, attitude is influenced by supervision. A supervisor should give credit where credit is due; he should admit mistakes; he must protect and back up his employees. It is the only way to get loyalty and conformity and good performance. One must earn respect - he cannot command it.

An attitude may be studied or assumed, but it behooves us to create the real attitude we wish.

Mr. Moll closed his talk by quoting from Dr. Cylvia Sorkin, as St. Louis business consultant, who listed ten ways to create human relations problems:

- 1. Assume that your organization cannot get along without you.
- 2. Believe everyone is off the beam but you.
- 3. Start a whispering campaign about respectable office associates.
- 4. If the flame doesn't light, fan it with a little gossip.
- 5. Tell everyone else how to do his job. Always spend so much time that you can't finish your own without help.
- 6. Criticize everyone.
- 7. Procrastinate.
- 8. Break all your promises.
  - 9. Be suspicious of everyone's motives.
- 10. Expect the worse, because, brother, if you follow these rules, you are going to get it.

Mr. Bruckman discussed the problems of supervision, introducing his talk with the questions, "What is your job as a supervisor? What the goals?"

The job of an executive is to get things done through people. The leader centers on handling people - the things they make are secondary. No two people are alike - they are as different as factory brands. People are individuals - a leader must consider health, family, background, education, whole life - in handling people. Therefore, since supervisors must get results through people, good relations are a primary importance. Mr. Bruckman reminded us of the principles of the golden rule, saying that it was no new idea that he was bringing to us but that he desired to recall these principles to our mind and to urge us to put them back into daily practice.

There are two things that a supervisor must have. One is a foundation of good relations and the other is skill in his method of handling problems. Management is always a supervisory responsibility.

As to the first - a supervisor needs a high degree of skill, a strong foundation of good job relationship. According to Mr. Bruckman this foundation has four basic principles.

1. Let each worker know how he is getting along.

A man who is doing all right should be told so, and it is even more

important if a person is just beginning to slip. We all like to know how we are getting along.

2. Give credit when due.

A worker deserves to know when his efforts have contributed to accomplishment and makes extra effort to excel again. A supervisor should look for extra or unusual performance. The steady, faithful worker often gets overlooked.

3. Tell people in advance about changes that will affect them.

They should have a chance to have a say. Give reasons for changes, so that they will not appear as arbitrary decisions. Variation of this principle will cause trouble.

4. Make the best use of each person's ability.

Everyone likes to feel he is working at his greatest ability. Give each person as much responsible work as he can handle. A supervisor should know his worker's ability and capitalize on ability not now being used. Each person should have a chance to move where he can be used.

But we cannot treat all alike. We are all different. What happens to one makes him different - each one wants to be known by his own characteristics. Applying the fundamentals of work employee relations will prevent many misunderstandings.

Following these four principles will pay dividends.

Now, as to the method of handling problems, a supervisor needs individual skill in handling situations within his responsibility. Hasty action means that more difficult situations may have to be handled later.

Mr. Bruckman mentioned four rules which a supervisor should follow in handling problems.

1. Get the facts - be sure you have the whole story.

The whole background is necessary. Do not classify a person - look at him as an individual, different from every other person. Each supervisor must know what a man thinks and knows about himself and the people around him - is he able and willing to express what he wants? Health and working conditions must be considered. A supervisor must go through the same routine with each person if more than one is involved.

2. Weigh and decide.

Weigh and decide with all the facts. The wise thing to do becomes

clearer if we have the most complete picture of the assembled facts. Do not act without evaluating.

3. Take action - do not pass the buck.

Do not put off action. You cannot pass the buck or you yourself will be by-passed. Sometimes a supervisor cannot handle a situation himself but may need help. He should then see that it is passed on to the person who has the authority.

4. Check results.

Determine whether the action worked. The supervisor must examine each situation because each one changes - what works with one individual may not work with another.

Mr. Bruckman concluded by saying that a supervisor's job cannot be run from a set of rules, but it does work to practice the four step method in handling each problem. We have supervisors because we have problems.

At this point the group was divided into small groups of five each to hold a buzz session, out of which were expected to come questions to be answered by the panel.

The first question had to do with the results of the investigation made by U. S. Steel regarding coffee breaks, and it was disclosed that management as a whole is not satisfied with the coffee break and the way it is taking over. It does not increase production and results in a poor use of time.

The question was asked if workers have more free time than clerical people. The answer was that there should be uniformity of regulations. All employees, both clerical and social workers take the coffee break.

It was asked how to approach the commissioners to get new equipment, and it was suggested that a distributor of certain equipment bring it in to be tried for a period of two weeks. A study should be made as to whether the machine does the work better and cheaper, and whether it will save money for the county. Results should be tabulated, and a copy of the study should accompany the request for new equipment. The use of electric typewriters in the Denver Department has caused a request for their use all through the court house. We must do a better job of selling - we must prove our need.

There was some discussion over the question of clerical staff working over time. The county department has ruled against paying over time and the State Department agrees. Compensatory time does not seem to work. Other industries pay time and a half. It was pointed out that here again it involves a selling job and that organization is necessary. Over time is valuable to the worker and is worth time and a half. It was pointed out that all organizations try to eliminate over time except as an exception, and in industry time and a half seems to take care of it. It was the feeling that the clerical employees in the welfare departments, - 44% of all the employees - should organize and try to work this out.

The question was asked whether it was a good practice for a man and his wife to work in the same department, and it was answered that it should not make any difference in the majority of clerical departments, though it was suggested that it might be more interesting if the husband and wife were to work in different departments and have something to talk about at home.

In discussing the question of organization and how to start it, it was suggested that it must start with a small group of people, perhaps a starting committee of four or five people well distributed throughout the state, who could draw up 10 points of order. Perhaps a publication could be put out once a month or quarterly, telling what was being done in various counties. It was finally decided that since we had a fairly representative group right at this meeting, we could form our organization and elect officers for the first year. It was decided to do this in following sessions of the institute.

# SECOND SESSION

The second session of the Institute for Clerical and Stenographic Workers convened Friday, October 15 at 9:00 a.m., in the Press Room of the Antlers Hotel with Mr. William R. Schaff presiding. The subject for this session was "Orientation and Training Programs for the Clerical Staff." Panel members were John Dunn, J. A. Tennes, and Urban Remmel.

Mr. Schaff introduced the first speaker, Mr. John Dunn, Personnel Officer of the Colorado State Department of Public Welfare. Mr. Dunn distinguished two phases of training: pre-entry; referring to the educational background of the person - i. e., high school, business college training, and past job experience; and in-service training; referring to the job the person is doing now, or is about to begin. Mr. Dunn pointed out that the prime objective of an orientation program is to help the employee do a more efficient job. This benefits the employee, the public, and is conducive to an over-all efficient welfare program.

The first rule in a sound orientation and inductive program is putting the new employee at ease. Make him feel a part of the organization, be friendly, and introduce him to fellow employees. Secondly; and most important in a welfare program, is a team approach between the clerical and case-work staff. Clerical employees have to know about the over-all program to some extent; need to feel a part of it and know what case workers are doing in order to do their best work. Some people have the idea that in the public welfare administration caseworkers and clerical staff are separate units and each does a separate job. A good way to interpret our program is by the employees of the department through their own community contacts with friends and neighbors. Although the clerical employee cannot be expected to explain the welfare program to the public, he can do a great deal by interpreting program organization and welfare background.

There are many methods of executing an orientation and training program, Mr. Dunn pointed out. The one most often used and practicable in the majority of County Welfare Departments, because of size, is orientation and training by the immediate supervisor. The supervisor has daily contact with the employee, and

knows what the person's job function is to be, and how it is to be done. For larger Departments there are other methods. For instance, vestibule training is best applicable when there are several new employees with the same work classification coming into the Department - thus group orientation can be conducted. Mr. Dunn brought out that refresher training is important, particularly for experienced employees. New programs, new forms, and new reports are always coming into effect, so there is a constant need for review training for the experienced employee to keep him abreast of what is happening.

This brings us to the question of what usually goes into a training program, and it is generally agreed that the content of the training and orientation program should be tailored to the needs of the employee. Background and past job experience tend to be a factor in determining what the employee needs in the way of training. However, any new employee in public welfare needs some training and orientation regardless of past experience. In beginning training it is sometimes a good idea to break the job down into its various parts and then determine what part the employeee can do well enough, and in which he requires more training.

A new employee cannot be expected to know too much at the start of his job, and very often a person with long-term experience tends to forget this. Mr. Dunn recalled how little most of us knew as beginners on the job. Much patience is required in training before the employee can grasp and learn all the many new techniques. Sometimes it is discovered that the training supervisor or employee is unwilling to interpret the job to the new employee. This is certainly a short-sighted approach. Credit is reflected to the supervisor by his training ability toward new employees. It is also a mistake to feel that there is not time to train the employee. Once the employee learns his work it will be done properly and constant checking and re-doing of the work will be done away with. The initial training might take a little more time at the beginning, but it will "pay off" in the long run.

Mr. Dunn pointed out that setting up a training program from a state-wide approach is impossible, mainly because of the variations in size of County Departments - from one clerical worker who handles every function - to the Denver Department with a staff of 300 employees. Also, Colorado operates on a County-administered welfare program, with each County thus employing different approaches to procedures. Mr. Dunn concluded with profferring the services of any of the State Department's facilities for help whenever necessary.

Mr. J. A. Tennes, Training Director of the Denver Department of Public Welfare was the next panel speaker. Mr. Tennes explained the orientation and training programs from the viewpoint of the State Department. These facts were based on what had been tried in the Denver Department.

The executive management of the Denver agency felt it important to give orientation to new clerical workers. The training is given in periodic two-hour sessions. Everyone on the staff is told why they are hired, what the agency does, and what the objectives of a welfare program are. Mr. Tennes stated that a review of the employment roster showed half was non-casework staff. Most of these people come to the agency with specific skills in typing, shorthand, etc., which are a great advantage in helping them pick up their job quickly.

The clerical employee needs to be orientated into the agency's function; covering the scope of our programs and definition of them; the historical aspect of the agency's origin; what case work is and how it is done. This presents a picture of the how, what, where, and why of the welfare program and gives the employee a concept of the entire operation, helping him to perform his part of it better.

Mr. Tennes recommended the State Library as a valuable resource also in orientation training.

Mr. Tennes concluded by stating that the training had been considered successful in Denver. Although productivity cannot actually be measured by terms of the orientation program, it is considered satisfying and a time-saver to help familiarize the employee with his new work.

The next talk provided an insight into what private business does in clerical training. Mr. Urban Remmel, Director of Personnel at Universal Electric Western Company in Colorado Springs was introduced by Mr. Schaff for this part of the section.

Mr. Remmel declared that orientation in the training indoctrination program starts long before the person is actually on the payroll. A pre-employment interview with the prospective employee achieves two purposes: the person is given different tests, and the field of the applicant is narrowed down. Mr. Remmel felt that in fairness to the applicant the job he will be doing should be described to him.

The new employee spends approximately two hours in the Personnel Department where most of the major points of the company's personnel program are gone over briefly with him - such things as smoking rules, vacations, absenteeism, holiday pay, etc. Then Mr. Remmel personally conducts him on a tour of the entire premises; he is introduced to the officers of the company, and then turned over to his immediate supervisor. Most of the employee's first day is occupied with the procedural manual. Here is found every form used by the company, where it goes, why it is put together, and why it is used.

Mr. Remmel then brought out the broader aspect of their training program. Once each month in a report delivered by the President, the entire staff is informed of the position of the company's affairs. This constitutes the financial picture, the sales picture, and especially the future progress of the company. The clerical and subordinate persons in the plant are just as interested in the progress of the company as is the executive management; in fact, during the ensuing discussions from these meetings 75% of the questions come from these persons. The employee's job problems are always given consideration and all confidences are kept strictly confidential. There is an around-the-clock program of supervisory training for clerical help. Most of this is pointed around supervisors, intermingling clerical and shop supervisors.

Mr. Remmel went on to describe the merit system rating process. Five separate rating sheets are used for this purpose. Different attributes are looked

for in different job classifications and one standard form could not cover the entire scope. The factors on these rating sheets are often changed from a regular line of order, thus being a check-back on supervision too.

Mr. Remmel stated he believes an employee is entitled to be told whether or not he is doing a good job. The employee is merit rated every 30, 60, and 90 day periods, and is subsequently given a pay increase. Once his status is permanent he receives automatic progressive pay increases.

The results of the broad training program have been a sharp decline in the rate of turnover, and over-all efficiency and improvements. Keeping people informed so that they feel a part of the organization, Mr. Remmel emphasized, is well worth the while.

Upon re-convening at 2:30 p. m., for the afternoon session, Mr. Schaff reviewed the morning session in the following summary: "We have reviewed functions of executive management. Must set objectives, formulate policy, define practice, determine procedure, and organize operating facilities. Management is responsible for coordinating systems, for directing work, and for the appraising performance." In foreword to the opening afternoon session Mr. Schaff continued, "The systems and procedures section of any welfare organization or private concern should concern itself with methods of translating management policy into action and finding the most effective, simplest, and the cheapest means for accomplishing work.

# THIRD SESSION

The subject for this third session of the Institute was "How Welfare Departments Can Benefit From Systems and Procedures Techniques." Mr. Pete Samac, and Mrs. Elizabeth Budeslic were panel members.

Mr. Pete Samac, Director of Admissions, Colorado General Hospital, was introduced to the group. Mr. Samac stated that the welfare program will succeed or fail according to the skill with which it is administered. It is essential that persons interested in this responsibility possess attitudes of probing, questioning, and inquisitiveness. Only through this can service be performed to the Department in which we work.

Mr. Samac pointed out that the basic activity dealt with in our jobs is production. We, the clerical help, are mostly in the process of helping the case worker complete his job; getting money to the client, recording case histories, etc.

Mr. Samac defined procedure as a planned method of doing a piece of work.

Three things in the Unit - people, methods, and equipment being used, are three areas in themselves. Work must be definitely planned and scheduled. Have written instructions to refer to. All routine work must be subject to constant review. Analyze to see if it can be done in some better or easier way. The procedure has

three distinguishing features. There is no more repetition of a transaction in a customary way since the whole working behavior is covered by a procedure. The aspect is coordination of efforts into this larger scale. Lastly, maintains welfare department in operation to achieve its goals so that in daily operation must determine work that is going to be done, where it should be done and most important how can it be done better.

Mrs. Elizabeth Budeslic, Supervisor, Policy and Procedures Unit, Denver Department of Public Welfare was the next speaker. Mrs. Budeslic brought out that in public welfare there exists a great need to simplify forms and bring forth suggestions as to how forms can be better designed to provide a clearer understanding of them. Mrs. Budeslic stated that the application and intake procedure in Denver is subject to constant review.

One procedure technique is work simplification. In studying problem of how to simplify work, what work was being done, who was doing the work and how much time was being devoted to it, and how was the work being done, and trying to determine these facts accurately, work simplification program was discovered. Means through which the agency can simplify procedures by better scheduling of forms, results in faster service to clients.

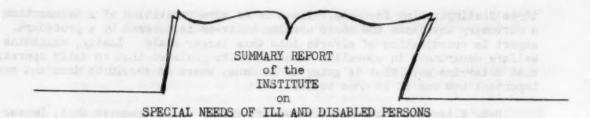
A work distribution chart is a method of arranging facts about work in a clear understandable form - what activities take most of the time? Is there any wasted effort? Are skills being used properly?

The second technique is a process chart. There are many types but it should show how and when of the whole work process and permit us to ask why. Be sure to give details as to what the steps are in the work process. Upon completion it is ready to be analyzed - this promotes ideas on work improvements and forms.

These techniques were used in Denver, Mrs. Budeslic stated, to achieve elimination of unnecessary work duplication. Mrs. Budeslic had brought sample copies of a condensed form resulting and passed these around to the group so they could follow the explanation.

Action is the most important key in work simplification, Mrs. Budeslic pointed out. We must take the initial steps ourselves. Mrs. Budeslic suggested not delaying until there was time to do work simplification on a large scale. The best way, she added, was to arrange to spend a few minutes each week reviewing the problems in our Units. If this is done in a systematical manner the results will be gratifying.

Expressing his thanks and appreciation to everyone for their splendid cooperation, Mr. Schaff adjourned the Institute for Clerical and Stenographic Workers of the Colorado Conference of Social Welfare.



PRESIDING: Miss Helen Cannon, Chief, Social Service Section, Colorado Department of Public Health, and

Martin C. Coker, Director, Larimer County Department of Public Welfare

RECORDER: Miss Elizabeth O'Malley, Medical Social Consultant, Denver Department of Public Welfare

LEADER: Miss Dorothy T. Pearse, Medical Assistance Standards Specialist,
Department of Health, Education and Welfare, Washington, D. C.

As background material the institute started with a review of the Federal Government's interest in the special needs of the ill and disabled

- I. The 1950 amendments to the Social Security Act provided for Title XIV or the fourth category of assistance Aid to the permanently and totally disabled. Congress had been urged for many years to participate in a general assistance program. This is, however, not a general assistance program, but Federal money was made available to match state money for persons who are permanently and totally disabled. It was not, however, intended to be for "the horizontally disabled" but was also to be a rehabilitation program. The definition was left up to the states with certain safeguards provided, which have been helpful:
  - 1. Professional competence at the state level (physicians responsible to and hired by the states)
    - 2. Requirement that the states provide valid social and medical evidence of disability.
    - 3. In states where permanent and total disability is defined in broad terms the determination of eligibility must be made by a team (doctor and social worker).
      - 4. The plan must describe the working relationship with other agencies such as Vocational Rehabilitation, Employment Service, etc. Since September of 1950 42 states out of 53 jurisdictions have adopted APTD. Some states are still waiting for necessary

changes to be made by state legislatures. Texas, California, and Florida are three of the larger states not yet participating.

- II. The 1950 amendments changed the regulations regarding assistance payments to recipients to payments in behalf of recipients which made provision for payments to vendors for medical care. This did not, however, increase the Federal reimbursemnet to states. Some states use "pooled funds" as a method of meeting costs of medical care (this is a deposit made for each recipient of assistance from which medical care payments are made).
- III. Also in 1950 amendments States, through the local welfare departments, were permitted to make payments to medical institutions (except tuberculosis and mental patients in medical institutions for the treatment of tuberculosis and mental diseases). The only restriction set up was that the state define "a patient" and "an institution".
- IV. The 1954 legislation
  - 1. Amended OASI -- called the disability freeze amendment (Likened to waiver or premium in private insurance). No payment is made until the client is 65. However, the time of disability is taken into consideration in computing the award.
    - 2. More money is available for rehabilitation but is dependent on increased matching basis by the States.

The group discussed the importance of rehabilitation and the necessity to take advantage of the increasing case loads.

Some of the problems of rehabilitation were discussed and included:

- a. Enlisting the cooperation of labor and management.
- b. The attitude of employees towards disabled persons rather than the employer.
  - c. The training of illiterates better on the job training rather than institutional training.
    - d. The numbers of people not rehabilitable.

To start the discussion of emotional aspects of illness and what it means to people, Miss Pearse briefly summarized the development of medical social work beginning with the family physician who knew his patients personally and problems and the tragedies that developed around illness. He handled all problems. As specialization developed, the patient and his problems were separated. There is a trend now toward return of that family physician.

Dr. Cabot was the outstanding spirit in the development of medical social work. He felt the doctors needed a helper to know the whole patient. Then 20 years ago the term Psychosomatic Medicine came into use. This, of course, was not a different disease but an approach which stressed the difference between the psychic and bodily ailments.

In a very realistic way, we were made to think how it does feel to be ill by a description of what takes place when one has "the common ordinary cold". How one feels and one reacts on oneself and those about us. We need extra consideration, love, etc. This in contrast when one suffers a longer, more serious illness. Convalescence may be compared to adolescence -- a balance between dependency and independency. Our resistance towards emotional upsets is reduced. We need and want more affection. With a cold the acute stage is over within 2-4 days. During that period of time we are permitted to be dependent and we can give up a vital part of our personality. Then we have to get well which may be a painful experience and may be compared to growing up.

From the family standpoint, illness brings on changes. The acute illness of one member of the family may bring on anxiety. There is the beginning of fear of final separation. Feelings of guilt crop up because of previous behavior or lacks in accomplishment. There may be a disruption of house routine, irresponsibility for budget planning -- no expense to be spared for the wants and comforts of the ill member. There is displacement -- first things no longer come first, may be new roles for family members, withdrawal from social contacts, some family members may become martyrs and actually enjoy the role because they feel needed. Reactions to illness bring many emotional feelings and illness makes many emotional demands.

These emotional responses are not, however, too different from those that occur with other blows. Illness is only one of the multiple factors that cause social and economic upsets. Some of these may be mentioned -- Loss of job because the factory closes; marital discord resulting in family breakups; loss of prestige with loss of economic security. The hurts and trauma are much the same in all areas.

The reaction to these hurts may be one of hostility and depression. It is in this area that social workers are in a crucial spot in order to help. People who apply for assistance have been hurt in some area and have suffered trauma before applying for assistance. It is, therefore, imperative that the most skillful, sensitive workers be in the Intake Department in order to evaluate case by case, what the client is asking for in addition to assistance.

A basic premise is the conflict that workers have because of our culture and the premium that we put on independence and success. Most people feel concern for other people but must work through their own feelings about dependency.

Some of the problems that workers have to face:

- How to deal with hostility that comes with illness and other misfortunes. Understand what causes it and be able to accept it.
- 2. The conflicts that workers have in accepting agency policy.

In the area of medical social work the problems the workers face:

- 1. The workers frustration in not being able to get from other agencies what their patients need.
- The tempo resulting in inability to have time to work things out in a logical orderly way because of the mechanics and workings of an institution.

Three case presentations were used for the group participation in evaluating factors in Aid to the Needy Disabled cases. One was illustrating the factors that enter into a new application from the client's standpoint, what it meant to her, what in addition to financial assistance she was requesting, what her symptoms meant to her, and what they meant to the worker and the agency, what additional resources should be used in evaluating the present situation and for future planning. It was also brought out that there might be a tendency to over-symbolize too many things for which there was a reality factor.

The second case was an example of a recipient who was suffering from a chronic illness and who, though having had training by vocational rehabilitation, was content to remain dependent on public assistance funds. This exemplified the ever increasing problem of developing "initiative" for rehabilitation. The result of the discussion tended toward agreement that development of initiative was a real casework process. From a reality factor it was felt that taking into consideration budgetary allowance for incentive earnings that provided for adequate financial security during a period of rehabilitation was most essential. There was agreement that it might be helpful if in future legislation provision be included in the APTD program for a specific amount of earnings not to be deducted as has been done in the AB program.

The third case was an example of community cooperation in providing needs. There are many ways of developing and finding resources. Basic to this development seems to be interpretation of the needs, and development of good relationships with other agencies in the community.

continued to the contract of the party of the party of the party of the party of



THE NATURE AND NURTURE OF COMMUNITY ACTION

MODERATOR: John Wax, Case Supervisor, Mental Health Clinic,

Veterans Administration Hospital, Denver

RECORDER: Mrs. Vera M. Moore

# FIRST SESSION

This institute was introduced by Reverend A. M. Lukens and points of interest considered were:

What creates attitudes that are either friendly or unfriendly to Social Welfare?

What is our concept of community responsibility in Social Welfare?

The unused resources of Social Welfare lie in the eyes and hearts of those who work in it.

Social workers must have a resevoir of integrity sufficient for self and to give out to others.

Social workers are objective - they help but do not judge, but the community always judges.

The community is willing to help polio crippled, but not economic crippled, and the community doesn't care so much where Social Welfare is going as where it is coming from.

Constructive doubts are useful, and if the social worker finds that it is difficult to explain a child to his parents, he must realize how much harder it is to explain to the community its? children.

Hospital improvements and Old Age pensions are two worthwhile accomplishments of Social Welfare.

### SECOND SESSION

PANEL MEMBERS: Mrs. David Griffith, Mrs. Louise Spence, Miss Sara Shoemaker, Raymond Gordon, Harold Nitzberg, Dr. Franklin Wherry, and Frank Fowler

The second session of the institute was a dramatic presentation.

In this presentation an unwed mother faces the problem of relinquishing her child; a supervisor and case worker discuss the placement of the relinquished child with the child the center of interest; frustrated adoptive parents discuss their problem with the family doctor and political pressure becomes an integral part of the scene; and the presentation ends with a case worker, a supervisor, and a county commissioner each defending their own positions.

Dr. Stubblefield, in his analysis, reviewed the nine points in human behavior as revealed in the presentation.

- 1. The mother's wish not to carry pregnancy to term.
- 2. Mother not wishing to keep child arouses hostility in us.
- 3. Child has specific meaning to specific parent.
- 4. We all react to emotional situations. A person making an emotional decision needs the aid of a group decision.
- 5. Attitude toward adoptive parents. Need to let them take chance on dull child.
- Difficulty in accepting mother's decision to give up child. Not willing or eager to deal with child in a maternal way.
- 7. True that sharing of life experiences do make you feel naked.
- 8. Relationship to conflicting emotions that arise in persons interviewing adoptive parents.
- 9. Babies personality constantly modified by environmental situations,

#### THIRD SESSION

PANEL MEMBERS: Mrs. A. G. Jan Ruhtenberg, Bruce Rockwell, Palmer Burch, Miss Jane Woodhouse, Dr. R. L. Stubblefield, Virgil Justice

In the closing session the panel considered the question:

What does Social Welfare do wrong in the field of Public Relations?

# Suggestions were:

Don't leave publicity to chance. Someone must be responsible for the dissemination of publicity.

Lay boards are very important in interpreting to the community and are logical public relation personnel.

More vocations should be represented on boards and should include men as well as women.

Is it the responsibility of the social worker to educate board members and through them define to the lay people of any community the multitude of work being done through public and private agencies.

Social Welfare is like a bridge. Nobody pays any attention until the bridge collapses. It is the responsibility of the socialworker to keep strong the girders of the bridge of understanding that spans the chasm between lay and professional personnel.

<sup>\*</sup> A motion was made that the written dialogue used in the dramatic presentation be made available to all interested groups.

PRESIDING: Mrs. Ethel Griffith, Denver Department of Public Welfare

LEADER: Miss Hazel M. Young, Supervisor, Child Welfare Services,

New Mexico Department of Public Welfare, Santa Fe

RECORDERS: Miss Nina Shaffer, Larry King

## I. PURPOSE

Recording is used by worker, supervisor and community to

- A. Refresh memory
- B. Provide a source of community knowledge
- C. Plan for social and financial trends
- D. Provide resource information to evaluate current trends
- E. Provide method of evaluation of case progress by supervisor and worker, individually and together

#### II. GENERAL PRINCIPLES OF GOOD RECORDING

- A. Content of history is factual, pertinent and realistic
- B. Physical arrangement is important for efficiency (different colored paper, frequent summaries, wise choice of material in record given as suggestions)
- C. Records differ in relation to purpose to be achieved and differentiation must be wisely made
- D. Good recording is responsibility of the administration that provides the time and the requirement that the recording be completed, and of the worker a self-discipline to follow through properly in recording

E. Effective recording is only possible when complete notes are taken and preparation for recording is made routinely

## III. DENVER'S NEW RECORDING SYSTEM - AN EXPERIMENT

- A. Reason for the change Denver Department was aware of time lost by poor and inefficient recording
- B. Planning was done by staff and management expert available through the Denver Executive Offices
- C. The new plan provides current information and record available at worker's desk
- D. Details of plan. Cases are divided into historical and current information.
  - Historical records placed in central file and indexed. Historical records are subdivided in a folder
    - a. Action information to one side
    - b. Social information to the other
    - Correspondence and answer clipped together regardless of chronological date
  - Active case kept at worker's desk, divided into forms and social information
    - Social information divided into separate captions by page
      - (1) Initial eligibility page
      - (2) Medical history and rehabilitation possibilities on individual household members
      - (3) Housing and living arrangements
      - (4) Marital alliances and parental status and support possibilities
      - (5) Members of the household and those allied to it
      - (6) Relatives and ability and/or willingness to assist
      - (7) Financial problems

(8) Status of the case (what is being done with this family, general comments).

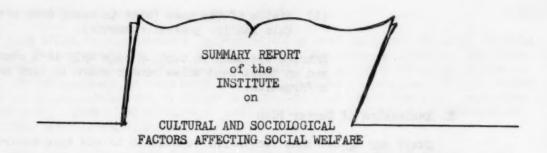
Entries are made in caption page only if a change, and an index page shows reader where to find new information.

#### E. Evaluation of Denver Plan

Staff has agreed that two-thirds repetition in old type records is avoided.

The reader has a better understanding of the family and its problems reading new type recording.

- IV. SUGCESTIONS brought out by Mrs. Young as a result of her preparation for participation in recent ADC study.
  - A. Best recording to meet purposes outlined initially is usually narrative form.
  - B. The application interview recording should include all factual information, the worker's part in the interview, and the client's reaction to the total situation, as well as the worker's handling of his feelings.
  - C. Summary of Eligibility recording should also put emphasis on factual information, worker's part at the interview, and client's reaction to situations revealed by the facts, and the client's reaction to worker's handling of client's feelings.
  - D. Good recording is concise, devoid of repetition and chronic favorite phrases of the worker.
  - E. Actual procedure during the interview is outlined rather than "jumped-at conclusions" listed.



PRESIDING: Miss Helen L. Burke, Director, Denver Commission on Human Relations

IEADER: Lyle Saunders, Associate Professor, Preventive Medicine and

Public Health, University of Colorado

RECORDER: Miss Rose Crumpacker

#### CASE PRESENTATIONS:

The American Indian - Miss Agnes Donaldson, Bureau of Indian Service Ignacio. Colorado

The Mexican American - Ed Malin, Probation Officer, Juvenile Court
Denver, Colorado

The American Negro - Sebastian C. Owens, Urban League, Denver

#### RESOURCE CONSULTANTS:

Ed Malin, Probation Officer, Juvenile Court, Denver
Agnes Donaldson, Bureau of Indian Service, Ignacio
Dr. Van B. Shaw, Sociology Department, Colorado College
Sebastian C. Owens, Urban League, Denver
Helen L. Burke, Commission on Human Relations, Denver
Norman Enfield, State Representative, Colorado Springs
Dr. Julian Samora, Sociologist, Adams State College
Tim Duran, Social Worker, Pupil Personnel Dept., Denver Public Schools
Bernard Valdez, Project Manager, Denver Housing Authority
Lino Lopez, Human Relations Counselor, Commission on Human Relations

Social and Cultural Dimensions in Social Work

That which is most obvious is that which is most difficult to see. Nothing is more obvious about case work than its social and cultural aspects; yet these are seldom perceived and only rarely discussed. In order to focus attention on them, it is necessary to move back from the viewpoint of the participants in the casework relationships and to attain a perspective in which the whole situation can be seen. Such a perspective is provided by the concepts and viewpoints of sociology and anthropology.

Case work (like almost all human behavior above the purely reflex level) is a social activity. There is much more involved in it than the relationship of worker and client. The family and friends of the client, his neighbors and employers, the other institutions and agencies with which he deals all have an influence on his actions. Similarly the behavior of the caseworker is partly determined by the policies of the agency for which he works, its resources, relations with other institutions and agencies, as well as by his own needs, resources, and conceptions of his role. Surrounding the whole relationship are the omnipresent society and culture which both make possible the casework situation and set limits upon it.

Caseworker and client are socialized human beings, occupying positions in a social system, and activating social roles. Their relationship is carried on through a process of interaction, involving communication in terms of culturally derived values and symbols. Their conduct is regulated by sets of social norms, as well as by the attitudes and expectations each brings to the relationship. Between them there is a status differences which both recognize and take into account in their behavior. Each has certain socially defined rights and obligations in the relationship. Each has certain goals he would like to achieve.

The casework relationship makes use of many cultural elements and traits: language, money, medicines, agencies, records, games, houses, and hundreds of others. The participants are members of cultural and sub-cultural groups from which they have learned not only how to behave in the casework relationship but also sets of group values and attitudes which give meaning to that behavior and relate it to their total behavior complex. In some instances, cultural differences may be great, with resulting difficulty for the relationship. Even where caseworker and client are members of the same cultural group, subtle sub-cultural differences are likely to exist (deriving, if, from nothing else from the effects of his professional education on the caseworker) which also may affect the relationship. The situation is further complicated by rapid social and technological change which have enormously increased the problems casework has to deal with, without correspondingly increasing either the mental, institutional, or material resources for handling them.

Social work is an institutional activity carried on usually through bureaucratic organizations. When this is so, the imperatives of the organization may profoundly influence what the caseworker is able to do and how he does it. There are thus many social and cultural influences on the case work situation. What goes on in any given situation is largely a function of many variables -- among which are the knowledge of the social worker, the time available to do the job, the resources, both material and institutional, for carrying on the work, the policies of the organization by which the worker is employed, the current attitudes and values of the whole society, and the particular cultural conditioning of everyone concerned.

The problem of this institute is to examine these and other variables which may be similarly derived and to assess their relative influences, both for casework in general, and for a number of specific representative cases.

## INTRODUCTION

Mr. Saunders sketched the implications of case work, it's ideologies and its drawbacks. He stressed that case work must be in conformity with the other mechanisms of society; that community support cannot be expected beyond the level of the population; that social welfare changes with the changing times (more noticeably in the last 25 years). Mr. Saunders acknowledged that social welfare work is a highly specialized profession, demanding that the case worker be neutral and impersonal to be effective. Mr. Saunders brought out the opportunities and drawbacks of the bureaucratic structure behind the social welfare worker.

Mr. Saunders discussed the chief reasons for the gradual evolution of the welfare work of today; urbanization, industrialization, changes in the family functions, increased inter-dependence increased standards of living.

He described case work as a series of reciprocal social roles and the pertinent factors affecting each case -- such as the personalities of the participants, the goals that enter the relationship, the ethnic memberships of both participants, the time and resources available for each case, the varying degree of the case worker's skill in using or avoiding an institutional role.

## CASE PRESENTATIONS

A. Mr. Ed Malin presented the case of the F family in the Juvenile Court.
Mrs. F had filed a petition in contributing dependency. The court
accepted the case after counselling with both Mr. and Mrs. F. Mrs. F
complained to the counsellor of her husband's abusive language, absence
from home, the husband's infidelity, his harsh discipline of their four
children; and mostly of the husband's restriction of his wife to the
home, to the role of housekeeper and mother. Mr. F complained to the
counsellor of his wife's insubordination, her infidelity, her talking
too much, her nagging and embarrassing him before his friends. He admitted non-support, since the separation, as a form of punishment. At

the court hearing, Mr. F who was born in Mexico, learns of his obligation to support his family. A court order is entered for him to do so.

- B. Miss Agnes Donaldson presented the case of the Beaver family, a Ute Indian family living in the Ignacio Reservation. Miss Donaldson described the background of mistrust of the whites by the Indians, the paternalism of the Bureau of Indian Affairs, the new wealth of the community from royalties on natural resources as well as the tribe's share of claims' money from the Government. Miss Donaldson described the family background of the four Beaver girls; Alice, Bessie, Clara and Bonnie, and the four ways these four girls responded to their environment.
- C. Mr. Owens did not agree with separating sections into various minority groups, as the problems of each and all sections are those of all America. But the Negro's problems are the same all over the United States, while the Indians or Spanish are the accepted majority in some sections of the United States. The case Mr. Owens presented would be a characteristic more of the majority group of any section of the United States than of any minority group. It is an effort to capitalize on, and to rouse the fears, of others.

Mr. Owens described the consequences of a Negro moving into a white block in Denver. The first obstacle in such a move is the seller or his real estate agent; the second obstacle, the bank withholding a loan unless the property is in an accepted district. The value of the adjacent property is lowered only if every house in the block is put on the market at once.

Mr. Owens stressed that all Americans depend on the resources of all other Americans. If we deny opportunity because of color, we hurt our own resources.

Mr. Owens' case was a letter from the Executive Secretary of the "Twin Hills Board of Trade" to a doctor, suggesting the fear of Negro infiltration in the doctor's neighborhood. The letter asked for a \$25.00 membership fee to help combat this situation by group effort.

# CASE ANALYSIS CONDUCTED BY MR. MALIN

The discussion dwelt on poor referral of case work, from the Family and Juvenile Courts, to agencies that might be a great help. The group felt the courts should make more use of social agencies. A recommendation was made that the Conference make an evaluation of the methods applied in family courts and pre-court case work.

## CASE ANALYSIS CONDUCTED BY MISS DONALDSON

 The Bureau of Indian Service Staff operates under the philosphy of regimentation and a paternalistic attitude.

There are 93 tribes in the United States. The Inter-Tribal Council does not want the Indian Service to withdraw too fast, but hopes it can withdraw in ten to fifteen years. The greatest problem with the Utes is their lack of confidence in their own ability and culture.

- 2. The Indian Bureau boarding schools are archaic and the school life very controlled. Infants and small children with the tribes have great security, until they are sent to the boarding schools to learn English before the First Grade. The system of teaching comes under Civil Service, instead of under the Department of Education, so that the motivation for improvement of teaching methods is lacking. The school life is too controlled. The solution would be good public schooling and good child welfare programs.
- 3. A recommendation was made that more stimulation be brought to Southwestern Colorado through having resource people attend regional membership meetings, and that the Colorado Conference of Social Welfare explore the services of the Indian Bureau with the prospect of making more social service skills available.

An alternate suggestion was made that the next Conference of Social Welfare take place in Southwestern Colorado, as a measure of bringing resource people close to these problems.

# A CASE ANALYSIS CONDUCTED BY MR. OWENS

- We need to work with those who have a common interest with us and share
  the responsibility of raising standards of community action without
  feeling overburdened as individuals. The decision of the Supreme Court
  on segregation in schools came without immediate pressure; it was the
  result of the feeling of John Q. Public in different parts of the country,
  not just the feeling of the court members.
- To determine strategic times and places when action will count for the most is difficult, but we should act within the realm of probably good results, as in leading a child to assume responsibilities one at a time.

In terms of social work, we have not developed the skills which help improve human attitudes much; but democratic processes, with quiet expression of enlightened opinions, will gradually develop attitudes which permit needed changes.

State Representative Enfield gave valuable testimony of his experience with a housing unit of 25 duplex homes for minority groups in Colorado

Springs. His experiences proved that Negroes are good tenants; that property values were not lowered in the neighborhood; and that any objections raised were anonymous.

The question of whether it was better to prepare neighbors in advance, about a change in housing situation, was discussed.

Attitudes towards minority groups are affected by geographical background and the size of the group relative to the population.

# GENERAL DISCUSSION OF CASE ANALYSIS AND GENERAL SUMMARY

- A. Mr. Lyle Saunders presided over a general discussion of the presentations of the discussion groups. Two resolutions were made and adopted.
  - That the Conference of Social Welfare undertake, or cause to be undertaken, an evaluation of the methods employed in Colorado Family or Juvenile Courts; and further recommends that pre-court case work, as distinguished from investigation, aimed at aiding in the improved adjustment of parents and children, so as to preserve family life, be encouraged.
  - 2. That the Conference of Social Welfare explore the possibilities of stimulating more interest in, and supplementing social work services and skills, in the Southwestern and Southcentral parts of Colorado. Be it further recommended that the Colorado Conference of Social Welfare, in cooperation with the Indian Bureau, investigate the possibility of making available more social work skills to the Ute Indians. And be it further recommended that this resolution be publicized among professional social work groups throughout the United States.

The group felt that because of the remoteness and inaccessibility for most members, it would be inadvisable to hold a Conference meeting in Southwestern Colorado. But it was approved that regional meetings would be most constructive.

- B. Dr. Van B. Shaw spoke on "The Case-Worker As a Factor in Case Work". Mr. Shaw stated that the case-worker is a culture-carrier. He stressed that case workers are, like all groups, caught in the web of a complex tulture, through their membership in groups and their learning process. Often their culture is contradictory. Dr. Shaw listed some of the value systems that the case worker brings to each situation, almost without realizing it:
  - The case worker is a busy person, which implies overtones of being in a hurry with each case, impatience if cases do not solve quickly.
  - 2. The case worker very likely abhors violence, as he is accoustomed to the rational approach to problem solution.

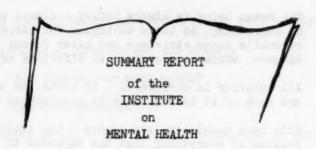
- He will likely be linguistically ethnocentric, saying the client couldn't speak a word of English, rather than "I can't speak a word of Spanish".
- 4. The case worker will be very conscious of linguistic propriety, shocked by what may be propriety of another culture.
- 5. He will tend to dichotomize people-relegating situation to the "villian-hero" concept.
- 6. He will be democratic minded and tend to take the appropriatness of democratic family life for granted.
- 7. The case worker is urbanized.
- 8. He will carry a set of social myths himself, such as "Changes in race relations are always violent" or concepts of "Negro" problems or "Indian" problem.
  - The case worker will have a set of guilt feelings, as well as defense feelings about his career.
    - 10. He will have a set of pat answers for known situations.
- ll. He will believe in progress: that if effort is made in the right way, changes will be for the better; less willing to accept what is different.
  - He wil be bureaucratized perhaps placing responsibility to the next higher authority.
- 13. He will have a high regard for private property, or be material minded.

# Dr. Shaw mentioned -

Some of the conflicts the case worker will have: some of his values will be in conflict; expediency versus principle; closing a case versus a complete job; education versus action; paternalism versus independence.

# Dr. Shaw summarized -

that case work is complex, that cultural and social factors become both barriers and opportunities, and that consideration of them is a necessity.



LEADER: Mrs. Genevieve Short

REPORTERS: Mrs. Fern Mauk and Mrs. Laura Wooden

The institute was designed for a small group, so there could be active group participation. This aim was achieved, so that it is somewhat difficult to report the group inter action that took place. Therefore, we will attempt only to summarize the material that was covered.

The plan was for three discussion periods, in which the following material would be considered:

- Use of self in referrals to psychiatrists, psychiatric clinics, or psychiatric consultants.
- 2. The psychiatric resources of the state.
- 3. How can we best make use of these resources.

#### USE OF SELF IN REFERRALS:

Discussion centered around how can we utilize our skills and knowledge as individuals employed in a helping capacity to the best advantage for our clients? What do we need to know about the changing role of the family in our society? In order to help people, we must find knowledge regarding their basic needs. The following general concepts of human behavior and motivations are necessary to our understanding of people.

- 1. General concepts of human behavior and motivations.
  - a. There are certain basic needs for love, security, recognition, etc., common to all men, as well as certain basic experiences, such as birth and the development of means of adapting ourselves to the outer forces of the environment in which we live.

- b. The human being is always influx always changing, either growing or regressing, as there continues the largely unconscious effort to reconcile inner strivings and outer forces in the search for emotional balance, which is essential to effective adjustment.
- c. All behavior is purposeful it meets the need of the individual, and much of it is motivated by unconscious needs.
- d. Life is a cumulative experience the adult carries with him some residue of everything that has happened to him since infancy.
- e. Each individual is an individual in his own right, as well as a member of society. He has rights, privileges and responsibilities, both as an individual and as a member of his group.

In consideration of general concepts regarding the changing role of the family in our social structure, it was recognized that the family is the fundamental unit in our culture, and there is a close inter-dependency between all members, In point of time and experience, our present cultural values are something new under the sun, and we are concerned with making them work. We are troubled about family disorganization, as evidence by marital problems, juvenile delinquency, the rising divorce rate, etc. Society and the family are in a stage of transition, as evidenced by the shift from rural to urban and industrial civilization, which has brought about decline in home enterprises, decrease of formal social controls and religious sanctions, freedom of women, freedom of younger people and social revolution in the home. The family has shifted from an institution in which authority was vested in the husband and father, and in which the wife and children were in a subordinate position, to a group in which the husband and wife are equal, all family members share in decision-making, and emphasis is placed on personal happiness and the personality development of each family member. The modern family is the ideal of democracy and promotes affection and emotional and intellectual stimulation of each family member to the utmost. However, we have not yet, as social beings, had sufficient experience in utilizing this newfound cultural value to the utmost, and problems have arisen, such as the amigiuous role of the adolescent, who is freed from the former authoritative role of family and community, the increasing problems of selection of a proper mate in a situation in which both parties share equally in the development of their own personalities. The strength of the new type of family is its great potentiality for the personality development of its members in initiative, flexibility and creativeness, and its foundation is based on an understanding of human behavior and inter-personal relations. The rise of social agencies and the emphasis on mental hygiene have come about to assist individuals in better understanding themselves and their relationships with each other as a result of the change in family structure.

At this point, the discussion returned to more detailed analysis of concepts of human behavior and centered around the periods of life common to all individuals.

# 1. Infancy

a. Period of dependency

- b. Need to have emotional needs met, as well as physical needs
- c. Beginnings of frustration and anxiety -

How does mother meet needs?

How does child react?

d. If needs of child are not met, either one or two extremes may result:

Child defends himself against anxiety and frustration by becoming aggressive, demanding; pattern of hostility to person in authority may be engendered.

Child may become passive and submissive, attempting in every way to get love and attention. Pattern of very dependent person who is fearful of displeasing anyone and who is constantly seeking approval.

- e. Identification pattern established with father and mother.
- 2. Early socializing experiences latency period
  - a. Ability to give and take
  - b. Assumption of some responsibilities
  - c. Reaction to limitations
  - d. School learning, meeting outside situations, authority
  - e. Development of ego adaptation of inner needs to outside situations
- 3. Adolescence
  - a. Reawakening of early experience
  - b. Neither child or adult
  - c. Growing building on early structure
- 4. Adulthood
- a. Marriage
  - b. Responsibilities
  - c. Jobs

d. Life is a cumulative experience. Development of personality is a continuous process which begins with the beginning of life and ends with its termination.

Discussion centered around stress situations and how people meet them. The emotional balance, which we have developed to help us meet life situations, is thrown out of gear, and we are thrown back on less effective ways of responding. Our defenses fail. For example: Mature man in our culture takes responsibility, marries and has children. In period of unemployment, the role changes. He has to become dependent, ask for financial help. What is his response? He may fight having to ask for help, become aggressive and hostile. He may have been struggling with his dependency needs and give up the fight and become completely dependent fearful, etc. In any event, he will be in conflict - will react to the authority on whom he is dependent. Reaction will depend on his past experience and will be largely unconscious on his part.

Common stress situations are unemployment, illness, lack of economic security, loss of a loved one. The discussion then turned to the need a case worker has to evaluate the situation of the individual and how he is meeting it and, at the same time, to look at himself and be aware of his reactions to the situation.

We represent agencies who are authoritarian. We can give or withhold -how do we react to this person -- how do our prejudices influence -- do we make moral judgement? We are in the position of the parent who can give or withhold.

What are our early experiences?

What are our clients' reaction to us, in light of their early experiences?

How do we use the limitations of our agencies? Do we punish? Do we become conflicted?

2. What are our reactions to regression?

Feelings of helplessness

Dependency

Hostility

Consideration was then given to the interview as the method used in the establishment of a helpful relationship. As this discussion developed, it was pointed out that we need to sharpen our skills if we are to be able to help the client on an emotional and not on an intellectual level, and if we are to be aware of the time when we need to refer the client for specialized help.

The morning session opened with a question from one of the group, who stated the material thus far pointed up the need of helping clients maintain mental health, how to identify with the clients and to be helpful. He asked for help to the worker in maintaining mental health, how to identify with the client and be helpful and

yet maintain his own identity. Indeas, in short, "on how to unlax at the end of day." He drew certain physical parallels on how we cared for our physical well being and asked, "Is there a process of handwashing for the end of the day?"

Mrs. Short had no recipes, pointing out that the individual differences of us, as people, and our clients, as people, do not lend themselves to this. We can continously analyze ourselves and what we are doing. Within agency structure, there is some help for the case workers where supervisors and consultants are available.

The consultant's role, in helping the worker analyze his own feelings, the client's feelings and thus help clarify the case work goals, was discussed briefly by a consultant and a child welfare worker present. Several of the participants cited their own situations (primarily in rural Colorado), where such assistance in County Departments was not available because of vacancies in field staff, or because supervision offered was more in the nature of administrative reviews than in helping them develop case work skills.

Discussion then proceeded of means by which the workers could be helped in meeting the needs presented by clients and in evaluating when to ask for psychiatric help. The contribution made by many untrained workers who have a genuine liking for people and who have developed understanding, tools, and techniques to help people was brought out. This led to considerable discussion, in which workers from some of the County Welfare Departments expressed their need for supervision, so that they would have assistance in understanding the problems of their clients and could better determine those who were in need of specialized assistance. As a result, the group instructed that the following resolution be forwarded to the State Department of Public Welfare:

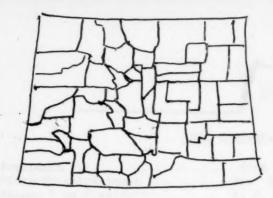
RESOLVED: That this institute bring to the attention of the State Department of Public Welfare the need through its field staffs for more consultative services to personnel in County Departments of Public Welfare in helping them develop their case-work skills.

Discussion then centered around the use of community resources in helping our clients, and it was pointed out that it is the responsibility of the social worker to work with the other disciplines, which include ministers, doctors, nurses, teachers, parole officers, etc., to vitalize the whole community to certain areas of need.

In the last session, the psychiatric resources in Colorado were enumerated, and specific referral methods were discussed. The need to evaluate the problem of the patient and consider the resource, in light of the particular situation, was stressed.

A case was presented, which illustrated the way in which a case worker used her relationship with an emotionally disturbed woman to get a better understanding of the woman's problem before referring the woman to a mental hygiene clinic. Mrs. Short read the report from the psychiatrist concerning the woman, which not only gave a diagnosis but outlined the next steps that were indicated in the treatment of this woman.

The use of an opinion from an expert can only be in terms of our case work goals. In making referral to a psychiatrist, the case worker has the responsibility to supply the psychiatrist with available information. If this information is given, then the worker is much more likely to receive an evaluation that she can use. We need to analyze our expectations and what we hope to gain by referring our client to a psychiatric resource. When we refer, we need to be clear on areas in which we need help. On the other hand, we have a right, as county welfare workers, to more than a "label" from a psychiatrist. Many times the social service department at the hospital can help us get more information and the kind of information that we, as social workers, can use.



#### COLORADO CONFERENCE

of

SOCIAL WELFARE

P P E N D I C E S

A - OFFICERS

DELEGATES-AT-LARGE

COMMITTEE CHAIRMEN AND CO-CHAIRMEN

B - AFFILIATED ORGANIZATIONS

C - MEMBERS

D - RESOLUTIONS



# 1954 CONFERENCE ORGANIZATION

President	Vard V. Gray,		Colorado	Springs
First Vice-President	Mrs. John Gorsuch,			Denver
Second Vice-President	A. J. Auerbach*,			Denver
Second Vice-President	Ray Gordon **,	000000000		Denver
Secretary Mr				
Treasurer De	nnis E. Stump, Jr.,	00000000		Denver
Immediate Past President				

# DELEGATES-AT-LARGE

Terms expire December 31, 1954	Terms expire December 31, 1955
Mrs. Louise T. North Rocky Ford Franklin Stewart Pueblo Mrs. Anna Middlebrook Akron E. R. Hinckley Colorado Springs	Miss Dora Baders Grand Junction Rev. Dale Dargitz Westminster Joseph Rodell Boulder
	T. Valdes Denver 1458 Court Place

# COMMITTEE CHAIRMEN AND CO-CHAIRMEN

Arrangements				
Budget			0 0 0 0 0 0 0 0 0 0 0 0 0 0 0 0 0 0 0 0	Chairman Co-Chairman
By-Laws		Mrs. Louis Pollock Richard Hartman		Chairman Co-Chairman
Editorial	• • • • • • • • • • • • • • • • • • •	Miss Jane Collins Miss Dorothy Dorlan	0 0 0 0 0 0 0 0 0 0 0 0 0 0 0 0 0 0 0 0	Chairman Co-Chairman
Membership		Kenneth Wolf	000000000000000	Chairman
Nominating	0.00000000000	Miss Elizabeth O'Bri Miss Dorothy Lynch		Chairman Co-Chairman
Program		Guy R. Justis Dr. E. M. Sunley		Chairman Co-Chairman

\*Resigned August 20, 1954
\*\*Elected by Executive Board, August 20, 1954
\*\*\*Resigned, Franklin Stewart elected

Institutes	• • • • • • • • • • • • • • • • • • • •	Mrs. Martia Hempel	000000000000000000	Chairman
Social Action		Eugene Vervalin	000000000000000000	Chairman
	000000000000	Urban C. Rommel		-Chairman

The following are chairmen of special committees who meet with and report to the Board of Directors, but are not members of the Board.

Joint Planning and Legislative Committee	Rev. Dale Dargitz	000000000000000000	Chairman
Self Study and Evaluation	Anthony F. Myers		Chairman
Special Awards	Mrs. Anna Middlebrook		Chairman
Personnel	Mrs. Eugene Revelle	0000000000000000	Chairman

wall heat full day of a series

season we could be kineallied

1954

AGENCY	COUNTY
Allied Jewish Community Council	Denver
American Red Cross - Denver Chapt	
Auraria Community Center	Denver
Beth Israel Hospital & Home Servi	
Catholic Charities	Denver
City Department of Recreation	El Paso
Colorado Heart Association	Denver
Colorado Industrial Mission	Denver
Colorado Prison Association	Denver
Colorado Springs Child Guidance C	linic El Paso
Colorado Springs Unity Council	El Paso
Denver Anti-Defamation League	Denver
Denver Area Welfare Council	Denver
Denver Association for Aged, Infin	rm & Blind Denver
Denver Chapter of Planned Parentho	
Denver Council of Churches	Denver
Denver Deanery Community Centers	Association Denver
Denver Department of Public Welfar	re Denver
Denver Hearing Society	Denver .
Denver Orphans Home Association	Denver
Denver USO	Denver
Elbert County Department of Public	Welfare Elbert
Family & Children's Service of Der	nver Denver
Family Service of Colorado Springs	El Paso
Florence Crittenton Home	Denver
Girl Scouts of Metropolitan Denver	Denver
Glockmer-Penrose Hospital	El Paso
Grace Community Center	Denver
Half Way House	El Paso
Infant of Prague Nursery, Incorpor	rated Denver
Jewish Community Centers	Denver
Jewish Family & Children's Service	Denver
Jewish National Home for Asthmatic	Children Denver
Junior Community Chest	Denver
Legal Aid Society of Denver	Denver
Lincoln County Department of Publi	ic Welfare Lincoln
Lutheran Sanatorium	Jefferson
Lutheran Service Society	Denver
Margery Reed Mayo Nursery	Denver
Mount Saint Vincent Home	Denver
Myron Stratton Home	El Paso
Negro Women's Club	Denver
Neighborhood House Association	Denver

#### AGENCY COUNTY Pikes View House El Paso Queen of Heaven Orphanage Denver St. Clara's Orphanage Denver Steele Community Center Denver Teller County Department of Public Welfare Teller Urban League of Denver Denver Visiting Nurse Association of Denver Denver Volunteers of America Denver Young Men's Christian Association Denver Young Women's Christian Association Denver CLUB COUNTY Advisors Group El Paso American Association of Psychiatric Social Workers Denver American Association of Social Workers El Paso American Association of University Women El Paso Chamber of Commerce of Colorado Springs El Paso Colorado Springs School Principal's Association El Paso Council of Jewish Women - Denver Chapter Denver Council of Jewish Women - Colorado Springs Chapter El Paso Denver Archdiocesan Council of Catholic Women Denver Denver Boys, Incorporated Denver Denver Trades & Labor Assembly Denver District Supervisors Group El Paso Federated Trades Council El Paso George Washington Carver Nursery Denver Junior League of Denver Denver Junior League of Colorado Springs El Paso Knights of Columbus El Paso Ladies Auxilliary, V. F. W. Post NO. 101 El Paso Laurel Toastmistress Club El Paso League of Women Voters Boulder National Association for Advancement of Colored People El Paso Pikes Peak Council of Churches El Paso

#### SUSTAINING

Zonta Club

Pueblo Day Nursery

United Church Women

Weld County Hospital

Soroptimist Club

American Association of Medical Social Workers Brooks, Elwood M. Coors Company Penrose, Julia United Steel Workers of America - Local Union 2102

Young Men's Christian Association of Colorado Springs

COUNTY

Pueblo

El Paso

El Paso

El Paso

El Paso

Weld

Denver Denver Jefferson El Paso Pueblo



## MEMBERS

1954

NAME	COUNTY	NAME	COUNTY
Aakre, Odven	El Paso	Beson, Genevieve	Weld
AbdunNur, Mildred	Denver	Bieser, Marlyn	Denver
Ackerly, Helen S.	Pueblo	Biltz, Betty	Denver
Adams, Dorothy C.	Adams	Bingham, Jessie	Denver
Adell, Gizella	Denver	Birkins, Charline J.	Denver
Adelman, Lillian	Denver	Bland, Margaret	El Paso
Aggson, Leeora F.	Morgan	Bloedorn, C. E.	Denver
Albery, Wallace	Denver	Bloom, Betty	Denver
Allen, Major John	El Paso	Blue, Major Jack T.	Denver
Allesandre, Annie	Pueblo	Bluemel, Dr. C. S.	Denver
Allison, Marjorie	Jefferson	Boerner, Eileen	Logan
Amspoker, Bernice	Denver	Bohlman, Hilda	Mesa
Anders, Dorothy	Montrose	Bond, Marjorie	Rio Grande
Anderson, Bonnie B.	Boulder	Bonney, Dorothy	Pueblo
Anderson, George L.	Weld	Booth, W. H.	El Paso
Archuleta, Lena	Yuma	Borman, Mrs. Fred B.	Pueblo
Auerbach, A. J.	Denver	Borquin, Eldon L.	Fremont
Azar, Olga	Las Animas	Bouchard, Mrs. Ned	El Paso
Azar, Sandra	Las Animas	Bouck, Polly	Denver
Baber, Rev. Ernest	Denver	Bounet, Joe	Washington
Baders, Dora	Mesa	Bratton, Mary	Chaffee
Badger, Susan E.	Summitt	Bretz, Lois	Boulder
Ball, Gertrude	El Paso	Brody, William	Denver
Barker, Dr. Gordon	Boulder	Brown, Clara L.	Denver
Barnes, Mina	Otero	Brown, E. Ruth	Weld
Bartlett, Ruth	Denver	Brown, Elsa Leigh	El Paso
Bartley, Gordon	Pueblo	Brown, Estella	Weld
Barry, Elsie A.	El Paso	Brown, W. M.	Montrose
Bashford, Louise	Denver	Buck, Isabel	Denver
Beardsley, Pauline	Pueblo	Budeslic, Elizabeth	Denver
Beatle, Jewel A.	Boulder	Budin, Velma	Mesa
Beavers, Laura	Yuma	Burger, L. J.	Garfield
Beavers, Margaret	Mesa	Burgesser, R. Eugene	Denver
Beemer, Bernice	Weld	Burke, Helen L.	Denver
Bender, Rita	Logan	Burnam, Phyllis	Weld
Bennett, Katherine	Sedgwick	Buscher, Lyle J.	Denver
Berry, Bess A.	Denver	Callaway, Blythe	Chaffee

Campbell, Olga Cannon, Helen Carey, Mrs. Chas. E. Carlson, Victor D. Carlton, Dorothea Carroll, Gladys K. Carter, Ruth F. Casias, Ramona G. Cencel, Martha Chambers, Bertha B. Chambers, Margaret B. Denver Chandler, Richard Charlson, Dorothy Chesley, Laura M. Chiesa, Theresa Church, Mabel M. Clark, Catherine R. Clark, Cecil C. Clark, Jane Clark, Joseph T. Cline, Dwight O. Clutter, Jessie Coffman, Jewel Cohig, Ruth Coker, Martin C. Collings, Lillian Collins, Esther Collins, Jane Collins, Regina Colpitts, Mary Ann Colwell, Clarissa Conner, Geraldine Cooper, Mercedes Copeland, Mabel M. Cowger, Marguerite Cox, Major Margaret Coy, Adella C. Crabhill, Henrietta Crocker, Connie Crockett, Wilmoth H. Cross, Grace Crowner, Rae D. Crumpacker, Rose Culver, Dorothy H. Cunningham, D. F. Cunningham, Ruth V. Curry, Margaret Curtis, Myrtle

El Paso Denver El Paso Denver El Paso Weld El Paso Montrose Pueblo Las Animas El Paso Boulder Custer Denver Prowers Larimer Adams Yuma Delta Weld Pueblo Weld Denver Larimer Baca Montrose Denver Denver Washington Morgan Pueblo Denver Larimer Pueblo Denver Denver Prowers Denver Pueblo Denver Denver El Paso Denver Jefferson Denver Denver

Denver

Cutler, Norma Cutler, Vilona P. DaLee, Reba H. Daniels, James Darby, Glen Dargitz, Rev. Dale Darrell, William H. Davis, Charles H. Davis, Mary L. Davis, Roy A. Dearing, Orville W. Decker, Edith E. Deegan, Betty Deffke, Joan Delo, Mary Work DenBeste, Earl DeSciose, Frank Dickson, Frieda Digby, Dorothy DiSanti, Cecelia Donaldson, Agnes S. Dorlan, Dorothy Dorsch, Graydon Dowling, George N. Draine, Louise B. Duncan, Ferne V. Dunlop, Dorothea Dunn, Ina Dunn, John A. Duran, Elizabeth Duran, Eutimio Duran, Joan B. Durham, Hazel Dykstra, Betty East, Mildred A. Easton, D. Mack Edwards, Ethel Elder, Marian W. Elliott, Helen C. Elwell, Grace Elzi, Rev. Anthony Emberton, Mary H. Enfield, Norman W. Erickson, Mrs. A. C. Erickson, Ethel Mae Etchart, Elizabeth Evans, Dorothea Fairchild, Dr. L. M.

Arapahoe Oklahoma Mesa Boulder El Paso Denver Washington Pueblo Denver El Paso Pueblo Delta Arapahoe Denver Pueblo Mesa Denver Denver Pueblo Denver La Plata Denver Denver Denver Denver Denver Denver Alamosa Denver Pueblo Denver El Paso Larimer Pueblo Denver Denver El Paso Denver Denver Calif. El Paso Denver El Paso El Paso El Paso Las Animas Denver Denver

Falk, Gladys H. Fanselau, Clarice Fanselau, Ervin Farrington, Ferne Fenton, Effie Lee Ferguson, Evelyn Firth, Mrs. Everett Fishburn, Agnes Fisher, Constance C. Fisher, Mrs. H. J. Fleming, Genevieve Flint, Mrs. Don Foley, Elizabeth Ford, C. B. Foster, Gail E. Foster, Harry Fowler, Frank Fox, Guy Frazer, Frances E. Fudge, Ruth M. Gallaher, Marjorie Gallemore, Charlene Gambrel, Charles D. Gardenier, Marjorie Gardner, Lucille Gardner, Virginia B. Gavin, Mildred E. Geerts, Leta R. Gelfman Dena George, Mrs. Harold Gibson, Anna Carol Gildea, Helen F. Gilliam, Phillip B. Golding, Mary Ann Good, Ruth M. Gordon, Frances M. Gordon, Raymond Gorsuch, Freda Graham, William J. Gray, Edward Gray, Vard V. Greene, Florence Greene, May L. Gregory, Ruth I. Grewell, Gladys Griffith, Ethel Grigg, Efay N. Grossman, Grace Grossman, Sydney

Phillips Denver Denver El Paso Weld Morgan Pueblo Denver Denver El Paso Pueblo El Paso Denver Boulder Fremont Montrose Denver Denver Kiowa Jefferson Denver Pueblo Garfield Denver Las Animas El Paso Denver Denver Denver El Paso Mesa Denver Denver Otero Boulder Denver Denver Denver El Paso El Paso El Paso El Paso El Paso El Paso Lincoln Denver Denver Denver

Denver

Groth, Harry Guardamonte, Esther Haines, Cynthia W. Hale, Gladys C. Halle, Mildred C. Hamp, Julia Haney, Donald Hanks, Marion Hanks, Rev. Vernon Hannah, Constance M. Harper, Earl B. Harper, Heber R. Harrington, Mark H. Harris, Clelie Harris, Stanley P. Harrison, Esther A. Harry, Ray S. Hart, Pauline E. Hart, Virginia E. Hartman, Richard E. Hassell, Ralph L. Hauser, Sue Havice, Doris W. Heberling, Mary B. Heller, Dorothy K. Hellgren, Ethel Jo Hempel, E. Martia Henry, Hubert D. Hersey, Marvin L. Hertzberg, Arthur Hiatt, Helen F. Higinbotham, Ruth L. Hilbert, Helen H. Hildinger, Maryn L. Hill, Mrs. Arthur L. Hill, Dale R. Hill, John Hilligoss, Margaret Hinckley, E. R. Hinds, J. Hinton, Alvin I. Hirsch, Josephine W. Hollearin, Susan F. Holland, Mary Hopkins, Mary Ann Horne, Mrs. E. C. Houwink, Eda Howard, Dorothea Howard, Dorothy K.

Denver Pueblo Huerfano El Paso Denver El Paso El Paso Park Logan El Paso Yuma Denver Denver Larimer Larimer Denver Jefferson Denver Arapahoe Denver Chaffee Pueblo Boulder Denver El Paso El Paso Denver Denver Arapahoe Washington Denver Washington El Paso Pueblo Denver Pueblo Pueblo Denver El Paso Jefferson Las Animas Denver Gilpin Denver Denver Pueblo Denver El Paso

Jackson

Howard, Marie J. Denver Hudson Doris Jefferson Humphreys, Florence Denver Hunter, Helen E. El Paso Huston, Helen Crowley Hutsinpillar, Florence Denver Irby, James V. Denver Ireland, Martha L. Adams Issac, T. A. El Paso Iskiawa, Wesley Denver James. Daniel Boulder Jav. Evalyne Denver Jesse, Adeline Denver Jewett, Dorothy El Paso Job, Hilda Denver Johnson, Beth Huerfano Johnson, Betty Denver Johnson, Byron L. Denver Johnson, Emerald Pueblo Johnson, Emily M. El Paso Johnson, Helen Y. Mesa Johnson, Josephine Pueblo Boulder Johnson, Martha B. Johnson, Mrs. Milton El Paso Jones, Arthur L. Denver Jones, Pauline Arapahoe Justis, Guy R. Denver Kabelitz, June F. Jefferson Kane, Bernece Las Animas Kansgen, Ada B. Gunnison Karr, Marshall El Paso Katsmumoto, Cecilia Pueblo Keen. Dorothy Pueblo Kellegren, Ethel Jo El Paso Keller, Anna S. Rio Blanco Keller, Julia H. Fremont Kellet, Mary Alice Pueblo Adams Kemp, Ward S. Kenney, Mrs. James Denver Kennicott, Marie Arapahoe Kenny, Frances H. El Paso Kent, Dr. Emma M. Denver Kern, James S. Denver Kidd, Lorene Weld Kidd, Mildred Jefferson Kikel, M. J. Pueblo Kincaide, Jennie Pueblo King, Lawrence A. Fremont

Kirk. George M. Kissick, Mary F. Klingler Dorothy Koehler, Katherine Kolka, Msgr. Elmer J. Koperlik, Benjamin F. Kragh, Jane Krouse, Betty F. Kugan, Ethel Lane, Lola B. Lane, Mrs. Emory W. Lange. Ruth A. Larkins, Alex LaSalle, A. C. Laster, Margaret Lauer, Edith Law, Mabel Lawndes, Mrs. League, Loretta H. LeClair, Mary Lee, James E. Lee, Olin P. Liese, Virginia A. Linker, Wilhelmina Little, Ruth Livingston, F. J. Locke. Jean C. Locke, Muriel Loesch, J. B. Longshore, Dorothy Loos, Gertrude Lopez, L. M. Lovett, Irene J. Luers, Harold Lukens, Rev. Alex Lukens, Mrs. Alex Lutz, Ruth L. Lyman, Eunice Lynch, Dorothy Lyster, Mrs. C. E. Macey, Eulalia S. Maddock, William R. Magee, Mildred J. Malin, Edward Mall, Fred Mangan, Ruth H. Mann, Grace Marker, Virginia J.

Pueblo El Paso Arapahoe Denver Denver Pueblo El Paso El Paso Denver Fremont Larimer Custer Denver Cheyenne Huerfano El Paso Logan Denver El Paso Routt Washington El Paso Denver Morgan Pueblo El Paso Larimer Fremont Montrose Denver Denver Denver El Paso El Paso Denver Denver Jefferson Las Animas Denver Weld Pueblo Pueblo Ouray Denver Denver Boulder Denver Denver

Marriott, Dorothy · Marshall, Elva Martin, C. E. Martin, Florence Martinez, Lisaida Mason, Helen Massari, Rose Masten, L. F. Mattsen, Gladys Mauk, Fern I. May, Helen May, William A. McBurney, Keith McCarthy, John A. McCauley, Mary Jo McCleary, Edna McDonald, Grace McDonald, Jane E. McDonough, Grace McDonough, Janet McElroy, John McGonegal, Avesta McGrath, John F. McGuin, Margaret McKay, Arlie McLaughlin, Parnell McVoy, Shirley Menard, Leonard Meyers, Mary Kay Middlebrook, Anna Miller, Bess Miller, Charles F. Miller, Genevieve G. Miller, Kenneth W. Miller, Minnette Miller, Viva R. Mitchell, Gene E. Mitchell, Weaver F. Moffatt, Maebell Monk, Fred H. Moore, Edna Moore, W. B. Morris, C. C. Morrissey, Frances E. Mosher, Herbert Moss, Mae Mullen, Hilda Mulroy, Msgr. John R. Denver Mundel, Alma J.

COUNTY Mesa Logan El Paso El Paso Costilla Denver Pueblo El Paso Montrose El Paso Denver Denver El Paso Pueblo Denver Crowley Chaffee El Paso Denver Weld Pueblo Otero Pueblo Weld Weld Denver Pueblo Pueblo Denver Washington Larimer Boulder Arapahoe Denver Lake El Paso Boulder Denver Logan El Paso Otero Teller El Paso Fremont Denver El Paso El Paso

Munroe, Leola M. Logan Murchie, Emily T. Garfield Murphey, Dr. Bradford Denver Murphy, Dr. F. Allan Denver Murphy, Florence Pueblo Naccarato, Joanne Pueblo Nadorff, Mary C. Denver Naeck, Johnanna Denver Neufeld, Helen El Paso Neumann, Dr. Alfred M. Denver Nigro, Carlina Nitzberg, Harold Arapahoe Norlin, Lillie C. Denver Norris, Clara Weld O'Brien, C. D. El Paso O'Brien, Elizabeth E. Jefferson O'Brien, G. G. Las Animas Odak, Mary Ann Huerfano O'Malley, Elizabeth Denver Orman, Mrs. Fred Pueblo O'Rourke, Anna K. Huerfano O'Rourke, Helen C. Boulder O'Rourke, Kathleen Garfield Overton, Mary Lou Denver Owens, Edward F. Denver Owens, Sebastian C. Denver El Paso Pace, Agnes L. Parker, Bonnie Pueblo Parker, Mabel G. El Paso Patton, Brownell Denver Pearson, Frances Denver Pennock, Mary E. Denver Perley, Clara C. El Paso Perrin, Mrs. J. B. Denver Perry, Ophelia M. Otero Piepho, Lois Ann Denver Pierce, Ruth Denver Pitts, Mary E. El Paso Plute, Helen Pueblo Pollock, Mrs. Louis Denver Poole, Earl D. Fremont Porter, Elizabeth Denver Prato, Betty El Paso Quackenbush, Helen M. El Paso Quan, Lt. William El Paso Raatama, Dr. Ruth Denver Rasmussen, Helen G. Morgan Ratekin, William E. Rattle, Elspeth M. Denver

Rausch, Joan Carol Reece, John Reich, J. A. Revelle, Gladys M. Rhoades, Harley Rich, Mary E. Richards, Eulalia Richardson, Ruth Rizzi, Wilma Robb, Marguerite Robinson, Eunice Robinson, Mary M. Rodell, Joseph Roh, Beverly Rose, Louise S. Rose, Mary Rosenthal, Albert H. Rosetta, Lois Ross, Ruth S. Roth, Herrick S. Ruebel, Doris Ruhtenberg, Polly K. Sacra, James E. Sage, Wayne B. Samuelson, Marjorie Sando, Thea Sawyer, Edith O. Schaff, William R. Scheffer, Beth Schiel, Marjorie A. Schmidt, Arthur Schneider, Emil Schnuck, Anne Schofield, Alma M. Schreiber, Charline Schroeder, Elma Scott, Harriett E. Scott, William D. Scotten, Lula Mae Seibert, Floyd Seldomridge, Irene B. Shafer, Earl Shaffer, Nina B. Sheckart, Lucille Sheff, Phyllis J. Sheriff, Sara H. Shirey, Dr. W. Arthur Denver Shoemaker, Myrne D. Shoemaker, Sara

COUNTY Denver Pueblo El Paso Denver Kit Carson Montrose Yuma Jefferson Denver El Paso Denver Boulder Denver El Paso Denver Denver Denver Denver Denver Denver Adams El Paso Clear Creek Washington Denver Pueblo Denver Denver Larimer Denver Denver Jefferson Denver Rio Grande Denver Sedgwick Denver Garfield Fremont Arapahoe El Paso Yuma El Paso Las Animas Phillips Logan

Short, Genevieve Shull, G. Howard Siegfreid, Ethel M. Sim, Ruth Gray Simmonds, Grace Simmons, Arlene D. Simmons, Margaret Simon, Charles Simpson, Alfred W. Simpson, Ruby Simpson, Zella M. Sister Bernard Marie Skeen, Josephine Skiff, Ethel V. Sloan, Major Howard Sly, Elizabeth Smith, Elaine F. Smith, LaVon Smith Lena L. Smith, M. Smith, Marbella V. Smith, Marie C. Smith, Pauline H. Smith, Sunshine C. Smyth, Mary Elizabeth Snavely, F. A. Sneed, Mary Spellman, Dorothea Spence, Louise C. St. Vrain, Odelia Stark, Esther B. Starkweather, H. L. Starkweather, Marvin Stein, Nina K. Stelhman, Doris Stelle, Roy M. Stephenson, Mary N. Stewart, Betty Stewart, Franklin R. Stillhammer, Marie Stock, Rhoda Stockham, Katie Stokes, E. D. Stone, Ida Stout, Paul Straka, Norma Lee Strubel, Dorothy Stump, Dennis E. Jr. Stuntz, Edna M.

Denver Mesa Las Animas El Paso Larimer Boulder El Paso El Paso Denver Kas. City, Mo. Jefferson Denver Denver Denver Denver Denver Denver Denver Las Animas El Paso Costilla Denver El Paso La Plata El Paso Douglas Pueblo Denver Denver Pueblo Denver Pueblo Pueblo Alamosa Pueblo El Paso Denver Pueblo Pueblo Denver Pueblo Delta El Paso Kit Carson Arapahoe El Paso Weld Denver

El Paso

Denver

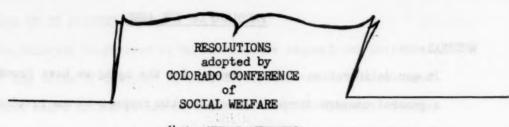
Sughrone, Sue Weld Sunderland, Capt. J. . Denver Sunderlin, Caroline Denver Sunquist, Mildred J. Lake Sunley, Dr. E. M. Denver Swenson, Eleanor V. Denver Tallman, Anna boulder Taylor, Rena Mary Mesa Thomas, Ellen O. Pueblo Thomason, Leona El Paso Thompson, S. Joanne Denver Thorne, Martha Pueblo Thornton, Gene El Paso Thurber, Marjorie Jefferson Toews, Helene Denver Tomsic, Antonia El Paso Tomsic, Mary Huerfano Torrence, John M. El Paso Townsend, Henrietta Lincoln Trujillo, Celina M. Costilla Trunde, Grace H. Yuma Trunk, Robert N. Denver Tuttle, Lorna M. Denver Vaile, Gertrude Denver Valdez, Aurora Huerfano Vandervall, Marguerite Denver Van Houten, Gladys Adams Pitkin Van Loon, H. M. Pueblo Verrette, R. J. Vervalin, Eugene H. Denver Vessey, Bernard El Paso Vigil, Clorinda Alamosa Clear Creek Vorenberg, Mrs. H. Waite, Irene Weld Waits, Norma Denver Wallace, Lew Mesa Walsh, Rev. James F. Denver Ward, Lo Ree Denver Warren, Goldyn Logan El Paso Warren, Ila Fern Watters, Marie F. Denver Weaver, Margaret E. Weld Wells, Jessie Denver West, Betty Kirk Pueblo Westhoff, Idella Morgan Wheeler, Grace D. Alamosa Wherry, Dr. F. P. Denver Whitney, Roger El Paso

Whyte, Harriette

Wigton, Florence Wilkins, Avis Williamson, Neith Willyard, Ellen Wilson, Beulah S. Wilson, Lucille M. Winburn, Byron Wingfield, George Winston, Louise M. Wise, Rev. W. G. Wolf, Kenneth Wood, Rachel Wooden, Laura P. Wright, C. E. Wright, Carolyn Wright, Irene Yribia, Victoria

Kit Carson Weld Denver Prowers Garfield El Paso Otero Yuma Denver Denver Pueblo Mesa Prowers Hinsdale Hinsdale Prowers Huerfano

Montezuma



64th ANNUAL MEETING OCTOBER 12-15, 1954

#### MENTALLY AND PHYSICALLY HANDICAPPED CHILDREN

#### WHEREAS:

Statutory provision for the education and training of physically handicapped and mentally retarded children has been in effect in Colorado for the past six years and

#### WHEREAS:

The Colorado State Department of Education has been making progress in developing a sound program of special education throughout Colorado as a result of this legislation and

#### WHEREAS:

The present appropriation for carrying out provisions of the legislation is \$200,000 and is meeting at the present time approximately half of the needs in terms of reimbursement to school districts, IT IS THEREFORE RECOMMENDED that the List General Assembly consider a minimum of \$400,000 in appropriation to meet the current needs for the education and training of mentally and physically handicapped children in the public schools of Colorado.

#### PROBLEMS OF THE AGED

#### WHEREAS:

In our deliberation in the services for the aging we have found a general concern thruout the state with respect to the problems associated with chronic illness;

To other medical needs;

To the problems of employment on the part of all of the aged persons;

To the housing facilities available;

To the social and recreational services available to the aging.

#### WHEREAS:

We also find many differences of opinion with respect to the status and role of the aging which warrants further study, discussion, and debate in the hope that there will emerge a clearer understanding of these issues, and to provide a better basis of public policy.

THEREFORE BE IT RESOLVED THAT we call upon the Governor to appoint a statewide council on the problems of the aged with the hope that the next legislature will found a continuing council and appropriate funds adequate to staff and operate a research and educational program.

#### STATE INSTITUTIONS

#### WHEREAS:

The goal of the correctional and detention institutions in the state is rehabilitation of the inmate and

#### WHEREAS:

Administration of the Institutions and classification of inmates is a continual and related process

#### THEREFORE BE IT FURTHER RESOLVED THAT

The Colorado Conference of Social Welfare request the Governor of the State of Colorado to consider appointment of an enlarged state board of institutions, concerned with development of programs in all correctional institutions in the state, sufficiently large enough to insure adequate geographic and technical representation from among persons who have demonstrated an active interest in penal and correction problems and development of programs to meet needs of the inmates in terms of eventual return to the community and ...

# BE IT FURTHER RESOLVED THAT

Directors of related State Departments be ex-officio members of the Board.

# BROADENING AND STRENGTHENING FAIR EMPLOYMENT PRACTICES ACT

#### WHEREAS:

Equality of opportunity and the right of each person to be judged on his individual merits are principles inherent in our American concept of social well-being. Civil rights laws are designed to more specifically spell out these general principles as expressed in the Constitution of the United States, the Declaration of Independence and the Constitution of the State of Colorado.

The 1954 conference of the Colorado Conference of Social Welfare reaffirms its belief in these basic doctrines of our democracy.

#### WHEREAS:

In 1951, the 38th General Assembly of the State of Colorado passed a law establishing fair employment practices for public employers and setting up a Fair Employment Practices Office and a Governor's Commission on Human Relations. While this law has proved to be a worthwhile beginning, time has indicated that a number of corrective measures are urgently needed to make fair employment legislation truly comprehensive and operative in our state. We, therefore offer these resolutions as concrete measures whereby all persons, regardless of race, color, creed, religion or ancestry, can be guaranteed, in full and complete measure, the rights which are basic to the social welfare of all Americans.

- THEREFORE BE IT RESOLVED that the Colorado Conference of Social Welfare pledge its full support for the following changes (as recommended by the Governor's Commission on Human Relations) to be made in the Colorado Fair Employment Practices Law:
  - 1. The jurisdiction to enforce the Act should be transferred
    from the Department of Industrial Relations under the Industrial
    Commission to the Governor's Commission on Human Relations, with
    power granted to the Governor's Commission on Human Relations
    to find facts and in the proper cases to issue cease and desist
    orders as well as mandatory orders subject to review only by
    the courts.
    - 2. The term "Public Employer" should be re-defined so as to include not only the state and its political subdivisions and its publicly supported educational, penal, and eleemosynary

institutions, but also employers who are engaged in public works projects which are financed in whole or part by public funds.

- 3. It should be unlawful for any employee or group of employees to discriminate in employment matters in any manner against an individual or other employee because of race, creed, color, national origin or ancestry.
- 4. Section 5 of the present act should be amended to set forth more comprehensively the definitions of discriminatory and unfair employment practices and the procedures to be followed in the correction of such practices. The amendments will include within the scope of the Act the right on the part of the Commission to receive complaints alleging discriminatory and unfair employment practices on the part of any private employer, employment agency or labor organization, and, further, that the procedure for processing such complaints be the same as that now provided by law for public employers.

## COLORADO JOINT PLANNING AND LEGISLATIVE COMMITTEE

(Representatives of Colorado Association of County Commissioners, Colorado Association of Welfare Directors and Colorado Conference of Social Welfare)

- 1. We recommend to the three constituent organizations that they support legislation by the General Assembly making sufficient appropriations to assist the counties in providing medical care, hospitalization for the indigent, also for other General Assistance expenditures.
- 2. Since the responsibility for the care of the needy blind, the disabled, the dependent and neglected children, and the other distressed residents of the State has been recognized by law as a joint responsi-

bility of the Federal, the State and the County governments and since the financing of such programs requires an assummtion of a fair share of financial costs by each of the three branches of government, the Committee recommends that the present statutory provisions under which the State provides for each of these several Welfare purposes, continuing annual allocations (or so much thereof as may be required) be continued; and that the General Assembly make sufficient appropriations to meet the State's share of expenditures for these purposes.

- 3. That the Committee recommend to the three constituent organizations that they offer their services to the newly formed Legislative Council, assisting in its deliberations in any way that may seem appropriate, and commend them for the work they have accomplished to date.
- 4. The Committee, recognizing the importance of adequate Child Welfare Services, recommends to the three constituent organizations that they request the Legislative Council to continue giving priority to needed Child Welfare legislation.
- 5. It is recommended to the three constituent organizations that they go record by resolution at their annual meetings opposing any appropriation to the State Board of Child and Animal Protection, Colorado Humane Society, for operation in the field of Child Welfare.
- 6. The Committee, cognizant of the importance of rehabilitation to the welfare of the State, requests the three constituent organizations to direct their efforts towards securing adequate State appropriations for vocational rehabilitation in the State.
- 7. The Committee recommends to the three constituent organizations that they direct their efforts towards securing adequate State appropriations from the General Assembly, and facilities for the care of the mentally ill and the mentally defective and in modernizing commitment procedures in the State.
- 8. Noting the recent serious curtailment of State funds to the State Department of Public Health and recognizing the importance of adequate Public Health Service at the State and local level, the Committee recommends to the three constituent organizations that they support increased appropriations to the State Department of Health so that it may insure adequate public health service to the citizens of the State.
- 9. It is recommended to the three organizations that they go on record as favoring a more effective compulsory school attendance, to be accomplished either by statutory or constitutional change, the present law being difficult to enforce within the meaning of the State constitution.
- 10. Recognizing the importance of adequate unemployment compensation benefits, the constituent organizations are urged to go on record as favoring new

8

- legislation whereby Unemployment Compensation Benefits should include employers having only one or more employees. Further, that the waiting period for Unemployment Benefits be shortened to one week.
- 11. Believing that the multiplicity of agencies for the blind is not in the best interests of the blind, the constituent organizations are asked to encourage legislation that would bring about closer coordination of blind services.
- BE IT FURTHER RESOLVED that copies of this report and/or resolutions as adopted be sent by the President of each of the constitutent organizations, to the six Colorado Members of Congress, the one hundred members of the Colorado General Assembly, the elected State officials, the interested State Department heads, the Colorado Parent-Teachers Association, the Colorado Bar Association, and the other interested agencies and organizations.

## COURTESY RESOLUTIONS

BE IT RESOLVED BY THE MEMBERSHIP OF THE COLORADO CONFERENCE OF SOCIAL WELFARE that our sincere thanks be extended to the Colorado Springs Chamber of Commerce for the consideration and aid to the Conference beyond the scope of ordinary Chamber of Commerce activities ... in particular Mr. Clifford Johnson and Mr. Clay Banta of the Colorado Springs Chamber of Commerce.

To Mr. Stuart Richter of Colorado Springs for co-ordinating arrangements.

To Mr. Verne Johnson of the Johnson Pontiac of Colorado Springs for excellent entertainment and the Chuck Wagon Dinner and the Hackney House

Buffet Dinner.

To Mr. Dick Chandler of the Boy Scouts for staffing the information desk.

To Mr. E. R. Hinckley of the Colorado Springs Community Chest for direction and guidance.

To the Colorado Free Press and Gazette Telegraph; Television and Radio mediums; and the Out West Printing Company.

To the Colorado Springs Police Department for unusual co-operation in the way of over-time parking tickets.

To the Antlers Hotel for excellent accomodations.

To the Associated Exhibitors for first class exhibits.

And very especially to the National Conference of Social Work and its participants for making this one of the finest of all Colorado Conferences. And last, but scarcely least, the top leadership and guidance as well as creative contributions of Mr. Vard V. Gray, President of the Conference; and to Mr. Dan Valdes, Executive Secretary.

